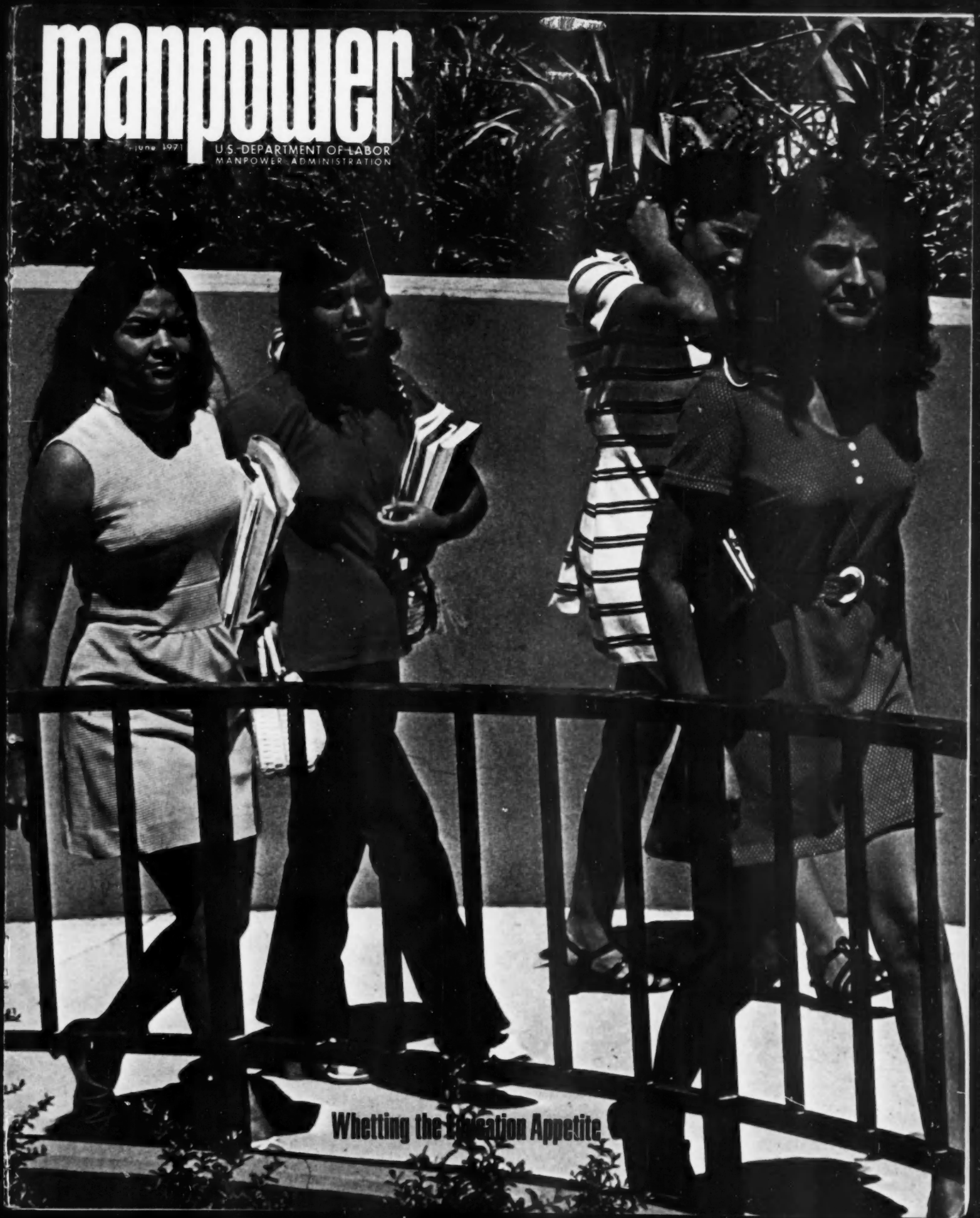
manpower

June 1971

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION



Whetting the Education Appetite

manpower
volume 3 number 6 U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

In this issue . . .

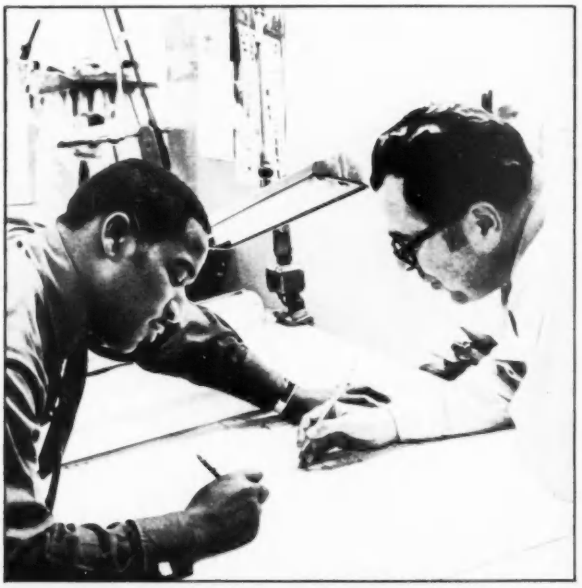
"I feel many companies use blacks as show niggers. Their technical astuteness is secondary."—Page 10

"The heart of America can be reached through its pocketbook."—Page 2

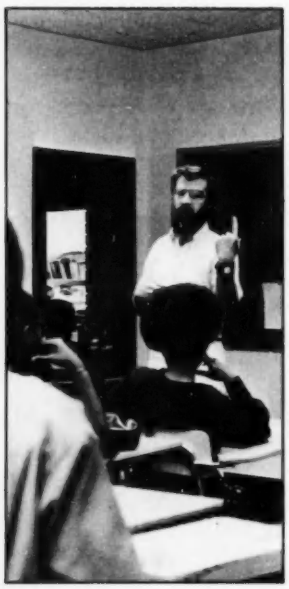
. . . *"a couple were really bitter, really hostile. They were revolutionaries without a cause."*—Page 18

"While the examinations are adequately searching, there is an air of euphoria, as if the staff were engaged in endlessly doing good turns for decent folk."—Page 11

". . . good sawyers are scarce as hen's teeth."—Page 31



XUM



articles

2 **'Ham and Eggs on Earth'**

Opportunities Industrialization Centers see profit motive as key to helping the poor

8 **Wanted: Black Engineers**

Negro students shun technical fields despite rise in opportunities for them

11 **Mailmen Getting Bigger Role in Jobless Pay**

Acceptance of benefit claims by mail cuts red tape, waiting in line

14 **Whetting the Education Appetite** — Emil Michael Aun

Taste of community college keeps potential dropouts in high school

20 **Highlights of the 1971 Manpower Report**

Facts, figures, and observations culled from the ninth annual report to Congress on job training, employment, and related matters

26 **What's in a Name**

Dictionary of Occupational Titles includes some unusual and amusing job designations

29 **Cutting into the Sawmill Skill Shortage** — Nancy Duckett

North Carolina school trains men for jobs once handed down from father to son

departments

28 **News & Notes**

32 **Publications**

COVER: Neighborhood Youth Corps students head for class at Phoenix Community College. Photograph by John M. Whitaker.

J. D. Hodgson
Secretary of Labor

Malcolm R. Lovell, Jr.
Assistant Secretary for Manpower

Paul J. Fasser, Jr.
Deputy Assistant Secretary for Manpower and Manpower Administrator

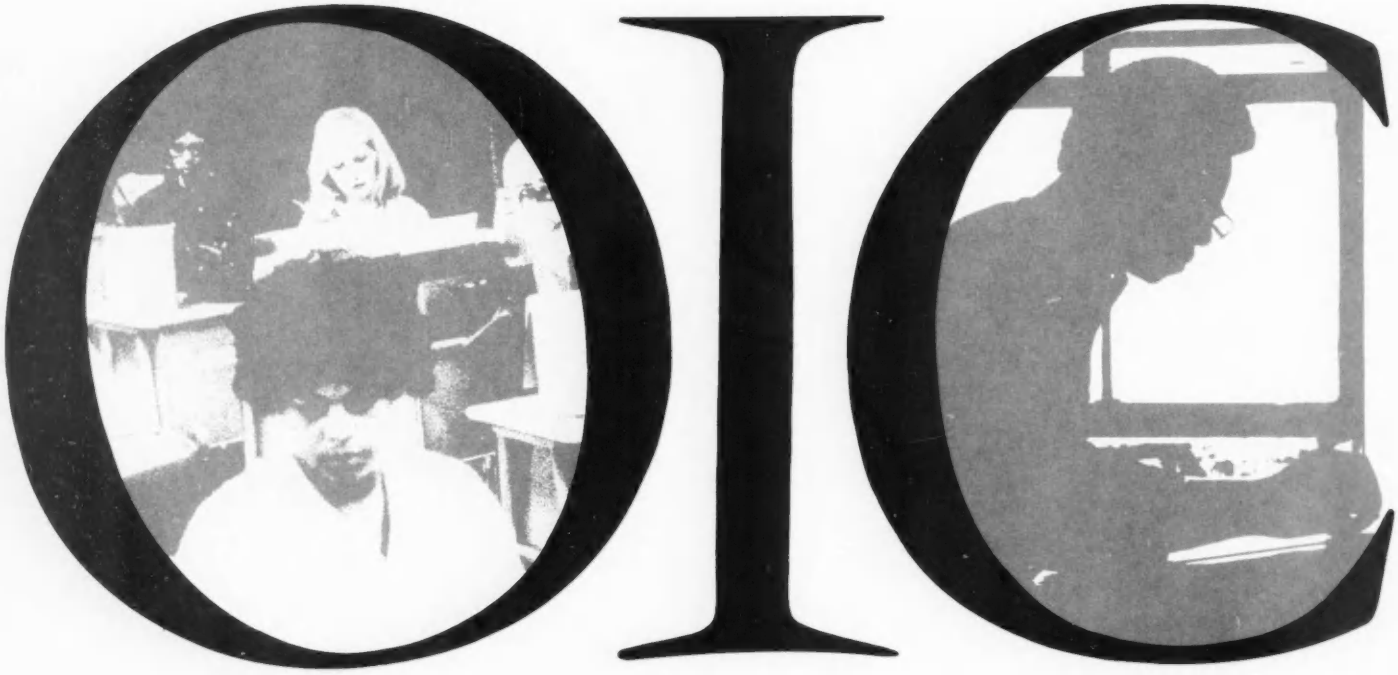
Ellis Rottman, *editor*
Emil Michael Aun, *associate editor*
Patricia Marshall, *assistant editor*
Richard Mathews, *art director*

MANPOWER Magazine is the official monthly journal of the Manpower Administration, U.S. Department of Labor. It is distributed without charge to personnel of the national and regional Manpower Administration offices and, by special arrangement, to State employment security agencies. It is also available on subscription at $5.50 a year (single copies 50 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $7.00. Use of funds for printing this publication approved by the Director of the Bureau of the Budget October 25, 1968.

Expressions of opinions in articles by authors do not necessarily represent the views of the U.S. Department of Labor. Correspondence regarding articles should be addressed to the Editor, MANPOWER Magazine, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

CHANGES OF ADDRESS: Send new address, including ZIP code, to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Please also include old address label from MANPOWER.

'HAM AND EGGS ON EARTH'



Opportunities Industrialization Centers See Profit Motive as Key to Helping The Poor

"The heart of America can be reached through its pocketbook."

That's how one outside observer summed up the philosophy of the Opportunities Industrialization Centers (OIC). And it was not meant cynically. Many men too lazy or preoccupied to overlook their prejudices can be spurred into doing so if it is to their profit.

So OIC tries to break down prejudice against black and other disadvantaged workers by offering employers well trained and highly motivated employees. To reach that point, it first must prepare these workers for, and remove barriers to, good jobs.

"It's the only way," said one young OIC professional. "This is a capitalist society and it works on money."

This philosophy has panned out well enough in the past 7 years to enable OIC to train 66,000 people and to place 41,000 in jobs. They are working as plumbers, carpenters, draftsmen, secretaries, chefs, and in 200 other occupations. Their incomes have increased from an average of $2,094 before OIC training to $4,277 immediately afterwards, and their prospects for the future look better than ever.

Lenora Hamm of Philadelphia, for example, now 24, used to be a stock

clerk for a linen supply company and then for a chain retailer. Her top wage was $1.65 an hour. After OIC training, she was hired as a typist by the Westinghouse Electric Corporation in June 1969 at $375 a month. Today she is a secretary at Westinghouse and earns nearly $500 a month.

Leander Palmer, 21, on the other hand, didn't gain so much in income as he did in future prospects. A former stock boy for $1.58 an hour and a factory machine operator for $1.80, he entered OIC in Philadelphia in March 1970 and studied drafting for 25 weeks. He now earns $2 an hour as a draftsman for the consulting engineering firm of D'Ambly, Inc., where he's been working since October.

Turning the Money Screws

The company is actively urging him to pursue his education and wants him to advance. "We will pay for the schooling and I hope Lea will do it," said his supervisor, Anthony Ricci, chief electrical engineer. "I think he ought to have some technical schooling so he can get out of drafting and into technical work, into actual design."

Palmer agrees and has already enrolled in a short course offered by the Illuminating Engineering Society to learn more about practical electricity. He plans to continue his education at company expense and hopes to become a professional engineer.

Palmer credits OIC with spurring his determination to move ahead. "The best thing about OIC," he said, "is the ambition they arouse in you, the pat on the back to recognize your good work. You have to produce."

OIC—a private, nonprofit corporation —got started because blacks in Philadelphia turned the money screws. Rev. Leon Sullivan, its founder, and some 400 other black ministers about 11 years ago began a systematic boycott of businesses that refused to hire blacks for good jobs. They led their estimated 250,000 parishioners through 24 successive boycotts against distributors and producers of soft drinks, foods, gasoline, and other consumer goods. Pretty soon, companies that hired blacks only as porters and janitors concluded they might work out in other jobs.

But the companies contended there weren't enough qualified blacks. "At first, I thought it was just an excuse for not hiring Negroes," Sullivan later recalled. But when he and his fellow ministers concluded that the complaints were valid, they organized OIC. The program got underway in January 1964 in an abandoned police station and jail in North Philadelphia, made available by the city for $1 a year.

The 4,000 parishioners at Sullivan's Zion Baptist Church donated $40,000 in seed money. Another $102,000 was raised by door-to-door canvassing and solicitations from small businessmen. Large Philadelphia corporations gave $250,000 in cash or equipment and the Ford Foundation came through with $200,000. The first Federal funds, $52,000 from the Commerce Department under the Area Redevelopment Act, came in 1964. During 1965, the Department of Labor's Manpower Administration gave more than $430,000. Later that year, OIC received an additional $1.7 million in Federal funds, mainly from the Office of Economic Opportunity.

By 1970, there were OIC's operating in 18 cities, funded by $13.7 million from OEO, the Manpower Administration, and the Department of Health, Education, and Welfare. Six others received grants for development from the Commerce Department and some others were components of the Concentrated Employment Program (CEP). More than 70 other OIC's were operating with voluntary funding; money, materials, and equipment are solicited from business and industry, foundations, and church and civil organizations. The Manpower Administration early this year announced it would allocate an additional $10.7 million to bring 40 to 50 more OIC's under Federal funding by June 1972. The 68 cities receiving Federal money are expected to bring job and training opportunities to more than 27,000 disadvantaged people annually.

Most OIC participants (the typical enrollee is a 27-year-old black male school dropout) are recruited by outreach workers in inner-city neighborhoods, or they walk in off the street. First they go into the feeder or prevocational program, where they may spend 2 weeks or several months, depending on what it takes to make them ready for training. They are tested in math and English, and matched with the training course which promises to be best for them. The final selection, however, is up to the individual.

Classroom instruction during the feeder program usually includes remedial education, good grooming, how to apply for a job, and how to pass a civil service test. There is also a heavy dose of minority history. By the time a black arrives at an OIC center, he may be on the ropes psychologically. He needs someone to tell him he has value as an individual, and that he can be proud of himself and his race. As Rev. Sullivan puts it:

"We teach him how to put his head up and his shoulders back, for we have found that the most important aspect of motivation is self-respect. Enrollees are taught that, as with a balloon, it is not the color that determines how high a man can rise, but what he has inside him. And that the real worth of a man is what he does with what he has inside him."

After completing the feeder program, participants begin skill training. Depending on the center, the skills they can learn range from white-collar occupations such as drafting, data processing, chemistry lab, and stenography, to commercial cooking, construction trades, and power sewing.

Courses Average 6 Months

Vocational instructors are picked for their knowledge of the trade, not for academic skills. John Hopkins, 54, commercial cooking instructor at Philadelphia, has 35 years' experience in the restaurant trades, including 20 years as a waiter and 14 years as a chef. For a while, just after World War II, he was chef for movie actor Dennis Morgan in Hollywood. Philadelphia's chemical lab technicians' trainer was a research chemist for Philco, Campbell's Soup, and the Franklin Institute for 12 years, and its printing instructor spent 35 years in commercial printing.

Vocational training may take a month or a year. A spot welder, for example, can be trained in 4 to 6 weeks. A commercial cook requires 50 weeks. Most courses, however, run about 6 months. Some enrollees make the jump to a job without finishing training. "Our courses have specified times but we are job oriented," said John Thelen, deputy director of operations for the Philadelphia OIC.

XUM

"Whenever a person is job ready we place him."

OIC usually does its own job placement, though it does accept help from the State employment service. "Nobody can sell our trainees the way we can ourselves," explained Fred Miller, senior vice president of the OIC's of America, Inc., and its national executive director. Ideally, Miller said, placements are made with employers with whom OIC has "rapport." Specialists at each center work full time on job placement.

Trainees are taught to adjust their behavior to what is expected of them by employers. But "employers must change, too," said Miller. "We expect them to make their standards more realistic for hiring and upgrading. We want our trainees to move up, even though they may lack such things as a high school diploma."

Self-Sufficiency Stressed

OIC seems to be successful in setting up this two-way street between employers and the disadvantaged. "When unemployment was low and we needed people desperately we found working with OIC solved a lot of our problems," said Don H. Stewart, Philadelphia area vice president for Western Union. "People not normally able to hold jobs were made qualified for us. We donated teletypes and other equipment and our instructors spent 6 months training their instructors. Then we brought the trainees over and hired them—about 20 altogether. We've had no problems with any of them."

They were hired as teletype operators at $2.30 an hour and will soon be up to $3, Stewart said. "Some of them have advanced to supervisors, who start at $2.88 and go to $3.55."

OIC puts strong emphasis on drawing its staff from among the people it serves and on being self-sufficient. Most staff members, in Philadelphia and around the Nation, are black and so are the trainees. The organization tries to give them the services they need—prevocational education, counseling and testing, training, job development and placement, followup—through its own staff and facilities.

"Once he's enrolled, he's our client," says Miller. "While we may not provide every professional service he needs, he's still our client. If we refer him to welfare

Lenora Hamm now earns nearly $500 a month as a secretary in Westinghouse's Philadelphia district office, which hired her after OIC training. Here she works with office manager Lee Moulton.

Instructor H. S. Wills (left) helps Washington, D.C. trainee Squire Slaughter assemble plumbing pipes.

Language barriers stand between many Mexican Americans and good jobs, so the San Jose OIC teaches English as a second language.

Training in clerk-typist skills and five other occupations has enabled the Roanoke OIC to place more than 800 people in jobs in less than 5 years.

Philadelphia teletype trainee Estelle Smith receives instruction from Eldridge Scott, a former OIC student himself. The teletype equipment is more than a training device; it also serves as a communications system for the three OIC facilities in Philadelphia.

OIC-trained Leander Palmer (right), a draftsman for a Philadelphia consulting engineering firm, discusses a blueprint with chief electrical engineer Anthony Ricci. With financial help from his employer, Palmer hopes to get a degree in engineering.

XUM

or vocational rehabilitation or to some other training program that has a course he wants and we don't offer, we don't just give him a pat on the back and wish him luck. We make the arrangements ourselves, and ease the way for him by discussing his individual needs with the agency to whom we make the referral. We make sure he really gets some service."

Unlike most other training programs, OIC participants normally get no living allowances. This is partly a matter of economics—most OIC's do not have money to pay stipends. Also, OIC officials believe that people who enroll in a training program that pays no allowances are pretty highly motivated.

Many Have Some Income

As a practical matter, however, many trainees do have some kind of income. About a third are on welfare or are receiving unemployment pay or veteran's benefits. And OIC is establishing a Brotherhood Fund to give emergency financial aid to trainees for carfare, lunch, and tools. OIC training schedules permit many enrollees to hold down part-time or full-time jobs. Daytime training is usually from 9 a.m. to 3 p.m. 5 days a week and night classes are from 7 p.m. to 10 p.m. 4 nights a week.

Some OIC's are experimenting with allowances. The Roanoke, Va., operation, for example, has a so-called work scholarship program funded with $38,500 of Manpower Administration and OEO money. The 25 enrollees in this experimental program—designed to see if an OIC can still be an OIC and pay stipends—carry a full class load and work a maximum of 10 hours a week in training-related jobs for nonprofit corporations. They are paid $36 a week plus $5 for each dependent, with a maximum of $66, the equivalent of Manpower Development and Training Act (MDTA) allowances for Virginia. "It doesn't essentially violate the self-help concept," said John Sabean, executive director at Roanoke. "Many people have the motivation but simply need the money."

Philadelphia is trying another pathway. It has a full-time specialist, Ronald Godwin, to find stopgap jobs for trainees. He usually places them as porters, messengers, janitors, salesmen, or stock clerks. "I don't want them to get too good a job," said Godwin. "Just enough to meet expenses. If the job's too good, they might drop the training, and in the long run they'll be better off with a real skill than some production job that might pay well in the beginning but doesn't lead anywhere."

In many instances OIC works with people who are receiving pay or allowances from other manpower programs. In Washington, D.C., for example, the OIC is training 250 Neighborhood Youth Corpsmen, 16 to 21 years old, in auto repair, construction skills, and several other trades. In Erie, Pa., 40 Job Opportunities in the Business Sector (JOBS) trainees are being given supportive services by OIC. In Baltimore, the OIC is training both Neighborhood Youth Corps and Concentrated Employment Program (CEP) enrollees.

Although OIC was designed specifi-

A Philadelphia trainee works on a printing composition and layout assignment.

XUM

cally for blacks, it has demonstrated that it also works for other disadvantaged people.

The San Jose OIC is overwhelmingly Mexican American. Though its executive director is white, its board chairman is Father Anthony Soto, a Mexican American. Chicanos make up 75 percent of the 45-man staff and 75 percent of the 220 trainees. Many of the trainees can't read, write, or speak English, so the remedial education component has been tailored to make up this vital deficiency.

The 3-year-old center to date has trained and placed nearly 700 people in jobs in automotive repair, welding, machine shop work, drafting, electronics assembly, and graphic arts. Its graduates are hired by companies such as General Motors, Ford, and IBM at beginning salaries up to $4.25 an hour.

"We follow up students for 2 years after placement," said Russell Tershy, executive director. "Out of more than 650 placed, 87 percent are still on a payroll. Sixty percent had been on welfare before we took them, so we're saving the welfare department $1 million a year.

"Some of our graduates are buying homes for the first time in their lives. We give them instruction in how to do that too."

Appalachian whites are also benefiting from the OIC concept. The Roanoke, Va. OIC staff of 50 is predominantly black but the director and board chairman are white, and so are a majority of the 190 trainees. During its 4½-year history, it has placed more than 800 people in jobs. Subjects taught there are stenography, auto mechanics, welding, commercial food preparation, retail sales, and tailoring. A study of 90 trainees recently placed showed an average starting wage of $2.31 an hour, "damned good for Roanoke," said executive director John Sabean.

And it seems OIC is exportable, too. Its international arm is presently helping to set up centers in Ghana, Nigeria, Kenya, and the Dominican Republic.

All national activities are directed by the OIC National Institute in Philadelphia. The governing body is an unpaid national board of directors, headed by Rev. Sullivan, and consisting of representatives (usually the chairmen) of local OIC's.

Support from top political, governmental, and business leaders has been a key factor in the OIC's success. Its National Industrial Advisory Board is headed by George Champion, director and formerly board chairman of Manhattan Bank, and includes top executives from 28 of the Nation's major corporations.

Industrial advisory councils on the local level enable each OIC to keep its training, equipment, and course content current, to drop courses when employer demands to fill certain jobs trail off, and to adopt new courses to meet new labor market needs. "The nature of communications is changing so much we are working with OIC continually to keep its training programs up to date on what the requirements are for teletype operators," says Western Union's Don Stewart. Involving business also helps assure jobs will be awaiting trainees at the end.

Any city may begin an OIC. The idea, in fact, must pop up locally. "It's a rare case where we go out and whip up interest," said Miller. Rev. Sullivan's speechmaking around the country and the national publicity OIC has attracted lead to many inquiries by local communities. These inquiries are turned over to the National Extension Service, OIC's privately funded evangelistic arm.

Local Support Essential

A group wishing to start its own OIC is advised to set up a local steering committee including representatives of business, labor, local government, and minorities. "Support has to be broadly based," said Miller, but primary leadership has to come from the group to be served—the minorities. "If they don't see the need, OIC can't work." The Extension Service sends out a man to meet with the local committee and give members a thorough rundown on OIC practices and principles. Sometimes the committee is invited to Philadelphia, at its own expense, to see how the prototype works. Members are sent back home with a laundry list of things to do.

They must incorporate, putting on their board people who are broadly representative of the community. Business, industry, foundations, wealthy individuals, and churches are solicited for seed money. (Sometimes the national OIC helps here.) They are also solicited for support in setting up a training center, stocking it with materials and machinery, and helping to design the training courses. Training must be for existing jobs that need to be filled locally and regionally.

Staff members are hired locally but are trained at OIC's Managerial Training School in Philadelphia.

Funding for each local OIC operation comes from a variety of sources. Sometimes, as in Boston, OIC functions as a component of the Concentrated Employment Program, so the money is Federal. Sometimes it acts as a delegate agency for the local Community Action Agency, which normally is in charge of local manpower and poverty programs. Some OIC's are supported by the State, and some operate independently with private money. Most use a combination of sources.

San Jose, for example, gets money from local industry and from individuals and civic and church groups. FMC, a manufacturer of foods, machinery, and chemicals, donated $25,000 last year, and IBM contributed $15,000. General Electric, a strong national supporter of OIC, gave San Jose $5,000, and $65,000 nationally.

Material and in-kind contributions also are important in San Jose. Pacific Telephone for the past 3 years has done most of the OIC's printing and duplicating work free and has provided a part-time instructor. IBM last year contributed a full-time machine shop instructor for 6 months, and FMC made available a welding instructor. Smaller companies also help. Owens-Corning Fiberglass Corp. contributed the soundproofing materials for the OIC building, which will be installed with volunteer help.

San Jose's Federal money comes from local programs funded by the Department of Commerce, Department of Housing and Urban Development, and the Manpower Administration. It also raises money by doing special machine shop work for IBM and other industries.

San Jose's tapping of a wide range of sources of financial support is typical of the pragmatism that characterizes the OIC approach to manpower problems. As Rev. Sullivan sums it up, the way to help people is "not just to give them milk and honey in heaven, but to give them ham and eggs on earth." □

XUM

Wanted: Black Engineers

Negro Students Shun Technical Fields Despite Rise in Opportunities

Employers are anxious to hire black engineers, but there just aren't enough to go around. Why?

That was the question put to the deans of the Nation's six predominantly black engineering schools by Dr. Robert Kiehl in his research study "Opportunities for Blacks in the Profession of Engineering," funded by the U.S. Department of Labor.

The deans gave two main reasons. First, there is a lack of familiarity with engineering in the black culture. "In the past other professions were stressed first," Dr. Kiehl says, summarizing the deans' replies. "It was the doctor, the dentist, the lawyer, the preacher, and the teacher who were familiar and who were emulated. These men and women lived and worked in the Negro community, but the engineer did not.

"Engineering was not held in high regard. It just wasn't the thing to study. Possibly this was due to the shop and plant and foundry courses that were important parts of engineering education in the past."

The second reason stems from racial discrimination. Opportunities for blacks in engineering before World War II were poor. "Now that the opportunities have improved, there still is real ignorance of engineering and ignorance of engineering opportunities by students and high school guidance personnel," Kiehl points out.

There was no question in the deans' minds that the field is now open to Negroes. Of all their comments, Kiehl says "one of the most important was the strongly expressed and universal belief that there are widespread opportunities in engineering education and in engineering employment for blacks. No dean stated that discrimination against Negroes in engineering had completely disappeared from the land but all pointed to employment opportunities for black engineers in *all* parts of the United States."

Kiehl, retired chairman of the industrial relations department of Newark College of Engineering, made his study during the 1969-70 school year. He visited the six black colleges (Howard University, Washington, D.C.; North Carolina Agricultural and Technical State University, Greensboro; Prairie View Agricultural and Mechanical College, Prairie View, Tex.; Southern University and Agricultural and Mechanical College, Baton Rouge, La.; Tennessee Agricultural and Industrial State University, Nashville; Tuskegee Institute, Tuskegee, Ala.) plus a seventh that has a new engineering program but had not graduated any students at the time of the study.

No Increase in 8 Years

He also sent questionnaires to the administrators of 263 other engineering colleges and 680 technician training institutions. The opinions of 295 black graduates of 1968 and 1969 from these institutions were sought. Usable information was obtained from 150 colleges, 367 technician institutions, and 148 black graduates.

"Time alone is not increasing the representation of the U.S. black in the engineering profession," Kiehl found. "During the last 8 years there has been virtually no increase in the percentages of blacks in engineering education except for the special programs that some colleges have instituted to encourage and to retain these students.

"About 2 percent of all engineering students in the U.S. are black. The percentage of blacks in Bachelor of Technology programs is about 5 percent as is also the approximate percentage of blacks in technicians' (2-year) programs."

Dr. Kiehl also discovered that of the 40,000 men and women graduating with Bachelor of Science degrees in engineering last year, only about 750 were blacks.

Some schools are trying to correct this situation. Thirteen engineering deans reported they had special programs for blacks. Some colleges go beyond simply attempting to attract more Negro applicants; they give summer instruction before the freshman year, tutoring, special counseling by black personnel, financial help, and arrange special class schedules. Generally, these programs have been helpful. "Our black enrollment has doubled in the past year," one dean reported.

Other schools, while successful in their efforts to attract more black students regardless of course of study, find they do not do well in engineering. "The students attracted to engineering have been few and the holding ability low," reported one school. "Many have found greater academic success in more verbally directed subject areas."

Some colleges blamed money problems and high schools for their inability to recruit and hold black engineering hopefuls. They said more money is needed for scholarships and for special academic programs for blacks. High schools, they report, are simply doing an inadequate job of educating and counseling blacks. Several colleges mentioned what one termed "generally poor secondary school preparation in math and science."

Two of the schools which have made no special effort to attract blacks to date have found the ones they do have can hold their own with other engineering students. "Our black students have done as well academically as other students," one reported. "Generally the black students who have been able to pass the freshman year are above the median level

XUM

Henry Wood sets up an experiment at Newark College of Engineering where he is a graduate student in chemical engineering. He earned his bachelor's degree at North Carolina A&T. About 7 percent of black engineers go on to graduate school.

Joseph Thomas, an engineering student at Tuskegee Institute in Alabama, adjusts a computer transmission control unit at the IBM plant in Burlington, Vt. Under a cooperative education program, Thomas alternates periods of full-time study at Tuskegee and work experience at IBM.

Chrysler engineer Dave Alexander checks to make sure a fender meets specifications. A graduate of Tennessee State University, Alexander is working toward his master's degree through the Chrysler Institute of Engineering.

Architectural engineer William A. Simkins' work for Reynolds Aluminum in Richmond, Va., includes developing modular building concepts for housing and commercial use. He is a 1969 graduate of North Carolina A&T.

in scholarship," said the other.

Attracting more blacks to 2-year technician programs is also difficult. Capable black students prefer college to technical school. "The feeling seems to be that they cannot succeed without a 4-year education," according to one educator.

Employment is a happy hunting ground for graduating black engineers. Nearly all the colleges reported that job opportunities for them were excellent. "There are many more openings than qualified candidates to fill them," reported one. Blacks who graduated in 1968 and 1969 and responded to Dr. Kiehl's questionnaire had an average of 13 employment interviews and seven job offers. In those 2 years, according to Dr. Kiehl, the College Placement Council reported average starting salaries of $9,192 for all male engineers graduating in 1968 and $9,792 in 1969.

Private industry led the parade, hiring 69 percent of the graduates compared to only 12 percent who went into civil service jobs. "The most striking aspect of these figures is that the engineers in this study reported so many (jobs) in private industry in comparison to the 1955-56 study (also made by Dr. Kiehl) when there were almost as many engineers employed in civil service as there were in private industry."

Nearly 4 out of 5 of these graduates found jobs through the placement programs of their colleges. And 1 out of 7 took jobs at places where they had previously worked.

New black engineers generally are satisfied; 79 percent said they liked their jobs. And most were pleased with the opportunities in the field. "Personally I think the black engineer is one of the most sought after professional men in the job market," one reported to Dr. Kiehl. "Many companies do a lot of bending, salary-wise especially, to get a black engineer on the payroll." In some cases, black engineers feel they have a better chance of making it than their white colleagues. "I would say that employment opportunities for black engineers with superior qualifications are better than those for white engineers with superior qualifications," one said.

Blacks, however, are leery of "showcasing," which means "hiring a man for his color to meet a company quota or to improve the company's image," Dr. Kiehl said. As one black bluntly put it: "I feel many companies use blacks as show niggers. Their technical astuteness is secondary."

Another said that acceptance of black engineers in his organization "is still confined to the upper levels of management. Until this attitude progresses down to the immediate managers, and until the engineers in question have proved themselves, they will still be thought of as part of a quota."

Blacks also were wary of promotion policies of their new employers. "The opportunities for black engineers are plentiful as far as engineering is concerned but I feel industry has a long way to go as far as making blacks feel that the managerial jobs are available to them on an equal and competitive basis," one recent graduate said.

Long-Term Growth Expected

"The pressure from the Federal Government for large employers to include blacks in their engineering staffs has brought some problems with it," according to Dr. Kiehl. "It has certainly increased the demand for black engineers and technicians but it has been accompanied by a feeling of resentment in some cases by blacks who feel that they owe their positions and good salaries to government pressure and not to a genuine need for their skilled services. This resentment was not apparent in the comments of engineers in studies made before the government influence for fuller employment of the black in this field was felt."

The recent slump in demand for engineers does not seem likely to hurt the chances of blacks for further penetrating this field. Dr. Kiehl cites projections by the Labor Department which show "rapid long-term growth in demand for engineers." And U.S. Office of Education projections, he notes, show that the supply of engineers will fall short of demand during the rest of this decade, despite the current decline in job opportunities.

The study recommends that private industry can help blacks enter and move ahead in the profession by:

- Sponsoring black freshman engineering students by hiring them, giving them educational leave during the school year and jobs during school vacations.
- Emphasizing the need for engineers and technicians and de-emphasizing hiring by color.
- Telling their young black employees exactly what it takes to become a supervisor or manager.
- Encouraging high schools to improve instruction in math and science, helping guidance counselors learn more about engineering job opportunities, and providing summer jobs for black youth interested in engineering and technology.

Kiehl calls on technician institutes and white colleges to place more emphasis on special programs for attracting minority youth, use more black counselors, keep student records by race, find out why so many blacks drop out, and use black engineering students and graduates to encourage black high school pupils to enter the field.

Kiehl also calls for white colleges to form mutual associations with black institutions to facilitate "an exchange of ideas between students, faculty, administration, and placement officers." Technician institutions are urged to find out "if civil service opportunities are being neglected by graduates."

The study recommends that predominantly Negro colleges continue their successful programs for attracting engineering students and for acquainting high school teachers and guidance counselors with the opportunities in engineering and the need of good math and science preparation in high school. It also urges the colleges to give more effective placement counseling so graduating students "will not waste time on an unnecessarily large number of interviews."

The Federal Government, the study says, can help in four ways:

- Continue to support the relatively few black colleges that have the confidence of black youth and educate almost half of the black engineers in the United States.
- Support special programs of white engineering colleges to attract more blacks.
- Make it clear that schools may keep statistics of students by race for research purposes.
- Publicize in black communities and schools opportunities in engineering. □

XUM

Mailmen Getting Bigger Role In Jobless Pay

"To join the group of applicants at the unemployment insurance office is to step out of the role of wage earner and publicly acknowledge that you are not gainfully employed," an anonymous white-collar worker who had lost his job wrote in THE WALL STREET JOURNAL last fall. "The avowal, especially to those in the executive and professional categories who have never had to do it before, seems a little like admitting to a social disease."

The staff at the unemployment insurance office made it as easy as possible for him. He described them as "courteous and business like," their questions "friendly," and their manner "like that of a neighborhood banker eager to make a loan to a good risk. While the examinations are adequately searching, there is an air of euphoria, as if the staff were engaged in endlessly doing good turns for decent folk."

But the inevitable red tape—it was a busy, big-city operation—was disheartening. He made a total of six visits to three different offices and spent about 6 hours waiting, filling out forms, and traveling back and forth before he received his first check. And each Wednesday he was required to return and wait in line to certify that he was still unemployed and eligible.

Unemployment insurance (UI) offices around the country are diligently trying to maintain the courteous service this man wrote about while eliminating some of the inconveniences and frustrations. The best answer so far has been the U.S. Postal Service. Most UI offices already pay benefits by mail. Now many have begun to accept claims for benefits by mail. The practice is making possible better and swifter service in a growing number of States. And it is also freeing UI personnel from routine tasks and permitting them to give better service to claimants who need help in finding jobs.

B. Redwood Councill, Virginia State Commissioner for unemployment insurance, said filing claims by mail, which began on a large scale in his State early this year, "should reduce the amount of UI traffic in our local offices by about 60 percent."

"It also means faster payment, greater convenience, and more dignified service for claimants," Councill said. "It will put an end to the out-dated image of long lines of persons waiting in the unem-

Jobless Pay *continued*

ployment insurance line, an impression which has haunted our program since the Depression."

North Dakota was the pioneer in using the mail to service its clients. It began making unemployment insurance payments in January 1939, and that same year began experimenting with mail claims. And for very practical reasons, according to Joe Novak, State director of unemployment compensation. Its population was sparse and its winters unusually severe. Its nonagricultural labor force of around 72,000 was spread out over 70,000 square miles. It became necessary, according to Novak, "to tailor procedures to fit this particular region."

Mail claims filing gradually expanded and by 1956 was being used by about 65 percent of all claimants. In October 1958, the entire State was converted. Two years later Utah followed suit, and by January of this year 22 States were using mail claims in whole or in part. (Thirty-three States pay benefits by mail. The rest require the claimant to report in person for his money. One, California, pays in cash.)

Mail claims service does not completely free the unemployed from reporting in person to the UI office. It merely cuts down the frequency. The client normally visits the office to file his initial claim. After that he receives a short claim form in the mail weekly on which he must certify that he is available for work and list the employers he has contacted in his search for work. He may be required to report in person if a problem arises with his claim or if the employment service asks him to come in for job counseling, testing, or referral to work.

"In North Dakota the average man will come in every 4 weeks," Novak estimates.

Arkansas has gone one step further. Jobless men and women in that State can file all their claims—including the initial one—by mail. But they must report to the UI in person for a benefits rights interview within 2 weeks, before payment can be authorized.

"We were the first State to take initial claims by mail," said Cecil Malone, unemployment insurance director for Arkansas. At least three other States now do so. "We've been experimenting 6 or 8 years with mail and the whole State has been 100 percent on mail since 1968."

Do mail claims lead to more cheating? Apparently not. Detection methods today are quite sophisticated. Thanks to the computer, people who find jobs and still go on collecting unemployment pay usually can be tracked down. The instance of fraud in unemployment insurance is not high. In fiscal year 1970, with 5.4 million individuals receiving benefits, there were only 44,000 determinations of fraud.

Most States maintain wage records of workers against which benefit recipients can be checked. Arkansas, for example, requires quarterly reporting by employers, who furnish lists of all their employees and the amounts they earned. These lists are put on the computer and checked against the lists of people receiving unemployment insurance. In 1970, 14 States which do not maintain wage records began matching lists of claimants against social security records to determine if earnings were reported during the period benefits were being received.

To determine if mail claims increased the percentage of fraud, a special Maryland audit was conducted in 1969 of over 6,000 claims, half reporting by mail, half in person. The result showed a smaller instance of fraud in the mail claim group, about 1.1 percent of the cases audited compared with 1.2 percent among those reporting in person.

Arkansas UI director Malone does not feel that fraud is a significant problem in mail claims. "Back in 1957 we started talking about mail claims and a lot of people feared fraud," he said. "We put Fort Smith on mail claims about 1960 and we sent out a team of people from our agency and from the national office in Washington to detect fraud. We checked each claimant who drew unemployment insurance for 6 months and didn't find a single instance of fraud."

Utah's experience also bears out the

XUM

fact that mail service does not encourage dishonesty. An intensive study comparing the 3 years following adoption of mail claims to the 3 years immediately preceding showed a tiny decrease in the percentage of fraud.

Nor do improperly filled out claim forms seem to be a major problem once a State has some experience in handling them. When Arkansas first went on mail service, about 4 percent of the mailed forms had to be sent back to claimants who failed to complete them properly. This has since been reduced to below 2 percent through more thorough orientation of claimants at the benefit rights interview. A similar procedure in North Dakota has reduced improperly filled out forms from nearly 6 percent at the outset to less than 1 percent today.

When Virginia began using mail claims on a limited basis last September, about 55 percent of them came back with errors. Most mistakes involved timing; claimants were mailing the form certifying they were out of work for a given biweekly period before the time was up. "We improved our benefits rights interview and now the errors are down to less than 10 percent," said James E. Patrick, assistant director of unemployment insurance for the State.

Until recently, States switching to mail claims have done so on an individual basis with approval by the U.S. Department of Labor. The idea spread slowly and even today is little used in the densely populated Northeastern States, although Baltimore, Md., has been using mail claims for over 2 years, and is the largest city to do so. But the pace of change may quicken.

The Department of Labor has revised Federal standards to permit more flexibility in the operations of State agencies in three areas: Filing of claims, reporting by claimants, and giving claimants employment services. In a recent program letter to all States, Manpower Administrator Paul J. Fasser, Jr., specifically authorized switching to mail service. Fasser also encouraged State UI systems to adopt procedures that would permit them to free both themselves and the employment services from routine work and to devote the additional time to better services for the jobless.

One effort aimed at giving more help to the jobless is the Unemployment Insurance Service's Services to Claimants project. UI personnel go beyond their traditional tasks and actually give claimants some preliminary job-finding help. They supply local job information, such as which employers are hiring, the requirements for getting the jobs, and the pay. They also advise jobseekers about the use of the Job Bank, the employment service, and other community services.

Such tasks as placement, counseling, job development, testing, and training are still the responsibility of the employment service. What UI professionals try to do is determine in the initial claims interview which unemployed workers are job ready and do not need much help in finding new employment. Such individuals are given assistance to increase their employability; the rest are referred to the employment service.

The project was worked out as a joint effort by the U.S. Training and Employment Service and the Unemployment Insurance Service, two components of the Manpower Administration. Thirteen State agencies are participating and six others are using a similar approach in selected local offices.

Robert C. Goodwin, Associate Manpower Administrator for the Unemployment Insurance Service, said that preliminary reports from cities where the concept was tested showed that "38 percent (of people drawing unemployment benefits) have an employer attachment and can be best served by efficient payment of benefits. (An auto worker on temporary layoff during a model change is an example of a person with an employer attachment.) Of the 62 percent who need something more, about 10 percent require very specialized services, and must be referred to the employment service. That leaves a balance of over half of all claimants who are job ready but with no regular employer attachment. They are excellent candidates for employability services."

Goodwin said early studies also show that employability services can reduce the duration of unemployment for claimants an average of about 1.3 weeks.

"The significance of these findings is clear," he said. "In 1970, 6.4 million persons drew $3.9 billion in benefits. If we could have cut back that unemployment by a single week for each claimant, the effect would have been tremendous. One week less of unemployment could have meant less personal suffering for untold numbers of wage earners and their dependents. It could have meant over $300 million saved in benefit payments. It could also have meant around 32 million additional man-days of productive employment." □

Whetting the Education Appetite

Taste of Community College Keeps Potential Dropouts in High Schools

By Emil Michael Aun

For years, educators have been trying to figure out ways to keep disadvantaged youngsters from dropping out of high school. The Neighborhood Youth Corps (NYC) tried sending them to college. And it worked.

Over the past 3 years, 1,738 NYC trainees spent the summer studying and working at a community college, usually between their high school junior and senior years. After a taste of campus life, few of them failed to finish high school. And then, their ambitions fired, many returned to college through scholarships, work-study programs, and the like.

Actually just being in NYC keeps a lot of potential dropouts in school. The in-school component of NYC gives high school students spare time and summer work that pays enough to prevent lack of money from driving them prematurely out of the classroom into low-paying jobs or into the streets. The NYC also has an out-of-school component which gives dropouts work experience, skill training, remedial education, and supportive services.

Linking the NYC with the community college system adds another dimension. Often the youngsters lift their sights. They discover that college isn't all that mysterious or tough. They like being treated as adults. And they begin to see the connection between education and not merely a job, but a promising career.

Paul Gianelli, 18, of Gilroy, Calif., had never thought about going to college; at least he had never made any plans to go. "I was scared," he said. From the outside "it seemed hard and difficult and involved a lot of studying and reading," not quite his favorite pastimes.

Program Began in '68

And there was the economic side. College wasn't a realistic expectation for a boy from a family of five headed by a mother struggling to support them on her earnings as a cannery worker.

NYC changed all that. After completing his junior year at Gilroy High in June 1969, Gianelli applied for a janitorial job at a grammar school. Instead, he was offered a chance to join the NYC and go to Gavilan Community College. He accepted and for the next 8 weeks spent 3 hours a morning in class and 3 hours in the afternoon working in the gym. An extra 2 hours of work on Wednesday brought his week up to 32 hours for

Mr. Aun is associate editor of MANPOWER.

English instructor Richard Friedrich lectures to a class of NYC students at Forest Park Community College.

XUM

which he was paid $1.35 an hour.

The first half of the summer he took U.S. history and typing, the second, art and tennis, and earned nine units of college credit. "It acquainted me with what you have to do in college, the reading and the studying and the teachers," he said. "I found out where everything was, and I wasn't scared of it any more."

He had been a so-so student at Gilroy, making a C average. He made the same average at Gavilan. That was the clincher. He knew college was for him, even though he might never be a top student. Back at Gilroy High for his senior year, he buckled down, boosted his average to a B, graduated, and went back to Gavilan. This spring, he has been in the work-study program at Gavilan, earning $1.75 an hour for 10 hours of work a week in the gym and taking five courses—biology, English, tennis, accounting, and public speaking. The program pays his tuition but he has to buy his own books.

"I want a degree in accounting and business management," he said. "When I finish my 2 years here, I'm transferring to a State college for the last 2 years."

Like many youngsters who don't do so well in school, Gianelli is responding to a challenge. "College teachers are harder than high school and I study harder," he said.

The Neighborhood Youth Corps Goes to a Community College Program began in California in the summer of 1968. The director of the Ventura County in-school NYC program placed 75 summer enrollees in Moorpark College for a 10-week work and study program. The youngsters were high school juniors with promise who were not making good grades and lacked the incentive to do any career planning. The program was designed to spur their ambitions, to banish thoughts about dropping out of high school, and to encourage them to go to college to enhance their employability.

Moorpark President Dr. John J. Collins called the project "highly successful," as 71 participants completed the summer session. They worked at meaningful jobs around the campus, earned college credits, and were paid regular NYC wages. All 71 returned to high school for the senior year and 67 graduated. The next fall, 39 of the graduates went back to college.

Using this project as the basic model, the U.S. Department of Labor's Manpower Administration, which funds and administers the NYC, granted a $110,000 research and development contract to the Evaluation Technology Corporation (ETC) of California to spread the program to 12 additional California community colleges.

The primary purpose was to explore the feasibility of linking community college systems with the NYC as a means of enhancing the educational experiences of disadvantaged youngsters and motivating them to stay in school. They were to earn college credits and learn how a college functions while also getting work experience on campus. The work assignments of too many NYC students were in maintenance and janitorial jobs. The Manpower Administration wanted a higher quality of work experience and better work sites for these young men and women.

All Colleges Accredited

The result was that in the summer of 1969, 590 NYC youngsters entered 13 California colleges. A second grant of $270,000 was made to ETC in the spring of 1970, part of which was used to spread the program outside California. Four colleges in Phoenix, and one each in Chicago, Cleveland, St. Louis, and Tampa agreed to give it a try. By then, although the demonstration phase of the project was completed in California, 19 community colleges there had adopted the idea, bringing total participation last summer to 27 schools and almost 1,100 Corpsmen.

Of the more than 1,700 youngsters in the project from 1967 through last summer, 1,500, or 86 percent, completed the program. Of these, 1,400 returned to high school. In 1968, 97 percent of those returning to high school graduated; in 1969, 93 percent graduated. The graduation rate for 1970 is not yet available.

Each participating college worked out the details of the program with the NYC sponsor to fit local needs, J. W. McDaniel, ETC's managing director for the project, explained. But there were a number of common characteristics.

All the colleges were accredited 2-year publicly supported schools offering a comprehensive curriculum of academic and vocational courses. Each local project combined college study with on-campus work. In most colleges, the youngsters were offered a limited range of courses from the regular college schedules and attended class with the other students. Occasionally sections of courses were restricted to NYC students. English was the subject chosen most frequently by NYC students, with social science and vocational courses next in popularity.

Participants were recruited by NYC counselors. Most were under-achievers with grades below a C average. All had been in high school the previous academic year, and most were juniors.

Their college grades were satisfactory. The average for the 1968 students was 2.17 (2=C); for 1969, 2.28. Reports for 1970 are incomplete but those compiled so far also average out at slightly better than C. The NYC students were allowed to transfer their summer credits to high school or put them "in the bank" to count against requirements for a college degree should they go that route after high school graduation.

While in college each student received about 10 hours a week of counseling, tutoring, and help with study skills. Some of the colleges developed an employability plan for each youngster with a short course in self-assessment, career planning, and job hunting.

The students were on the campus for most of the working days. During the

Paul Gianelli fixes pool flushing equipment at Gavilan Community College. He fits in 10 hours of work a week in the gym with a full academic schedule.

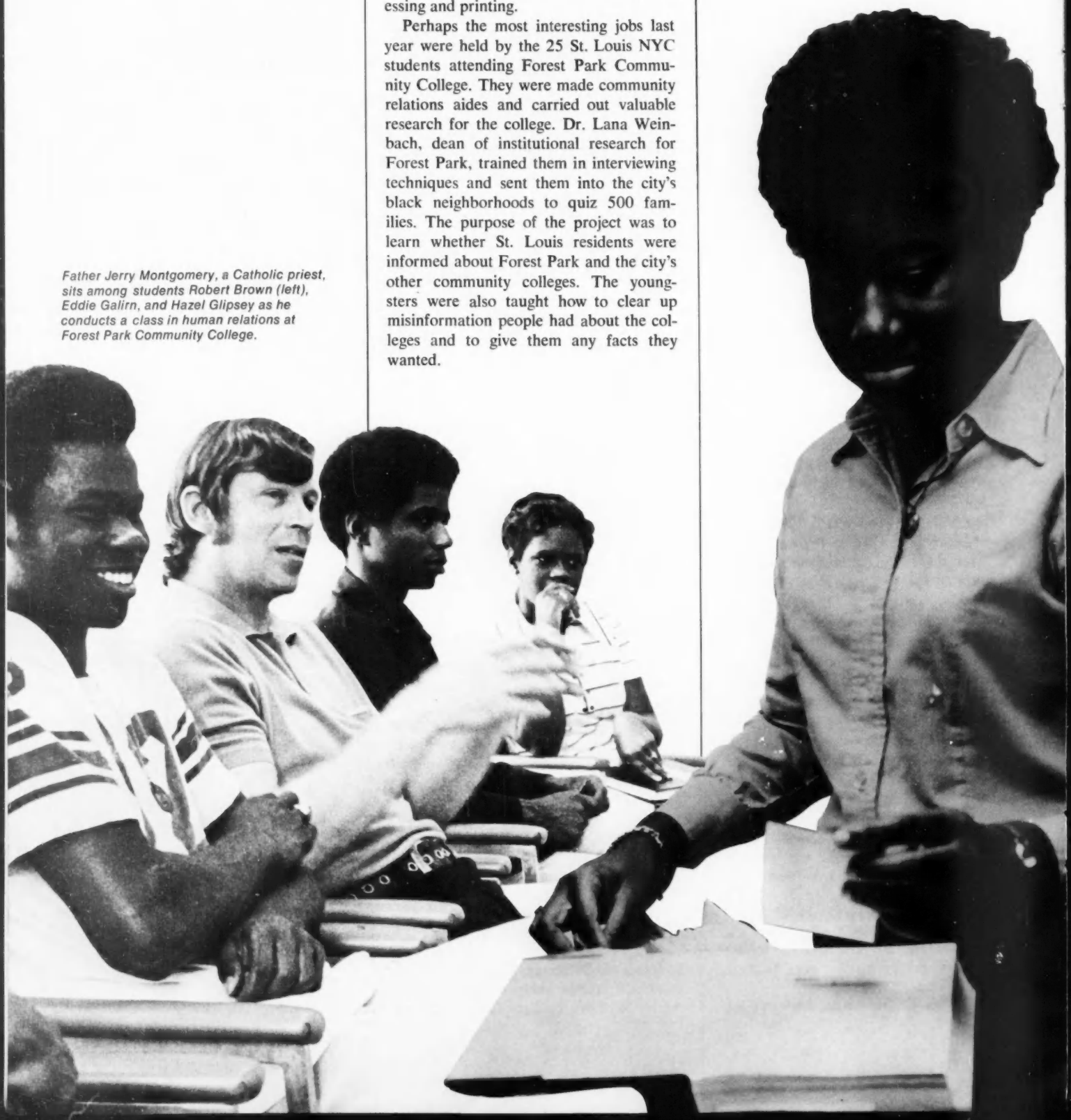
Education Appetite

continued

1970 program, most were paid $1.45 an hour by NYC for 26 hours weekly. Job assignments varied, but janitorial duties were avoided. Clerical jobs were most frequent, with the boys and girls working for deans, instructors, and librarians. Others were library and laboratory assistants, and some worked in data processing and printing.

Perhaps the most interesting jobs last year were held by the 25 St. Louis NYC students attending Forest Park Community College. They were made community relations aides and carried out valuable research for the college. Dr. Lana Weinbach, dean of institutional research for Forest Park, trained them in interviewing techniques and sent them into the city's black neighborhoods to quiz 500 families. The purpose of the project was to learn whether St. Louis residents were informed about Forest Park and the city's other community colleges. The youngsters were also taught how to clear up misinformation people had about the colleges and to give them any facts they wanted.

The students were not mere legmen—they helped design the 18-question survey. Dr. Weinbach tried out a working version on them, which they reviewed and helped rewrite. "They made it an instrument that was extremely useful and one



Father Jerry Montgomery, a Catholic priest, sits among students Robert Brown (left), Eddie Galirn, and Hazel Glipsey as he conducts a class in human relations at Forest Park Community College.

XUM

that would elicit the kind of responses necessary to the college in making decisions about its community relations," she said.

The questionnaire, when the NYC students were through with it, was a highly practical document. It asked people if they knew about Forest Park's vocational and technical courses, its counseling and financial help, its location, and that it awards a college degree in 2 years.

The youngsters not only conducted the survey without outside help, they also took part in assembling the data, reviewing and assessing them, and reporting the results. Their behavior in the field was "exceptional," according to Dr. Weinbach. "They had no previous experience in this work, but for the most part they were extremely sensitive to the kinds of problems involved in interviewing situations." Perhaps in part because all the NYC students involved were black themselves, Dr. Weinbach also found them "sensitive to the human relations aspect" of the project.

They enjoyed telling people about the college and became walking salesmen. "We got more than 180 requests for admission applications," said Dr. Weinbach.

The NYC students made their mark in the classroom, too. Their favorite instructor, Richard P. Friedrich, an English teacher, said, "We brought them in and expected them to do better (than they did in high school) and they did."

Making Sense of Nonsense

But it wasn't simple. These were ghetto youngsters and they could be tough. "We talked a lot and sometimes the classes were noisy," Friedrich admitted. "For years they'd been cooped up in school doing stuff they didn't want to do. The first 2 weeks they spent trying to find out if they could use profanity in class. When they saw they could, they got bored and settled down."

Friedrich tried to make sure they didn't get bored with school work. He sees English basically as communication, and that is how he taught it. He started by handing out a short story of a few paragraphs in which certain key words had been removed and replaced by a "nonsense" word such as "libstil." Despite this strange word, the context enabled each student to decide on a meaning. Each rewrote the story in his or her own words, then read it to the class. The class picked the best one, and "libstil" took on meaning from that story. The students also used the nonsense word in original stories, in brief plays they wrote and acted out, and in arguments they staged.

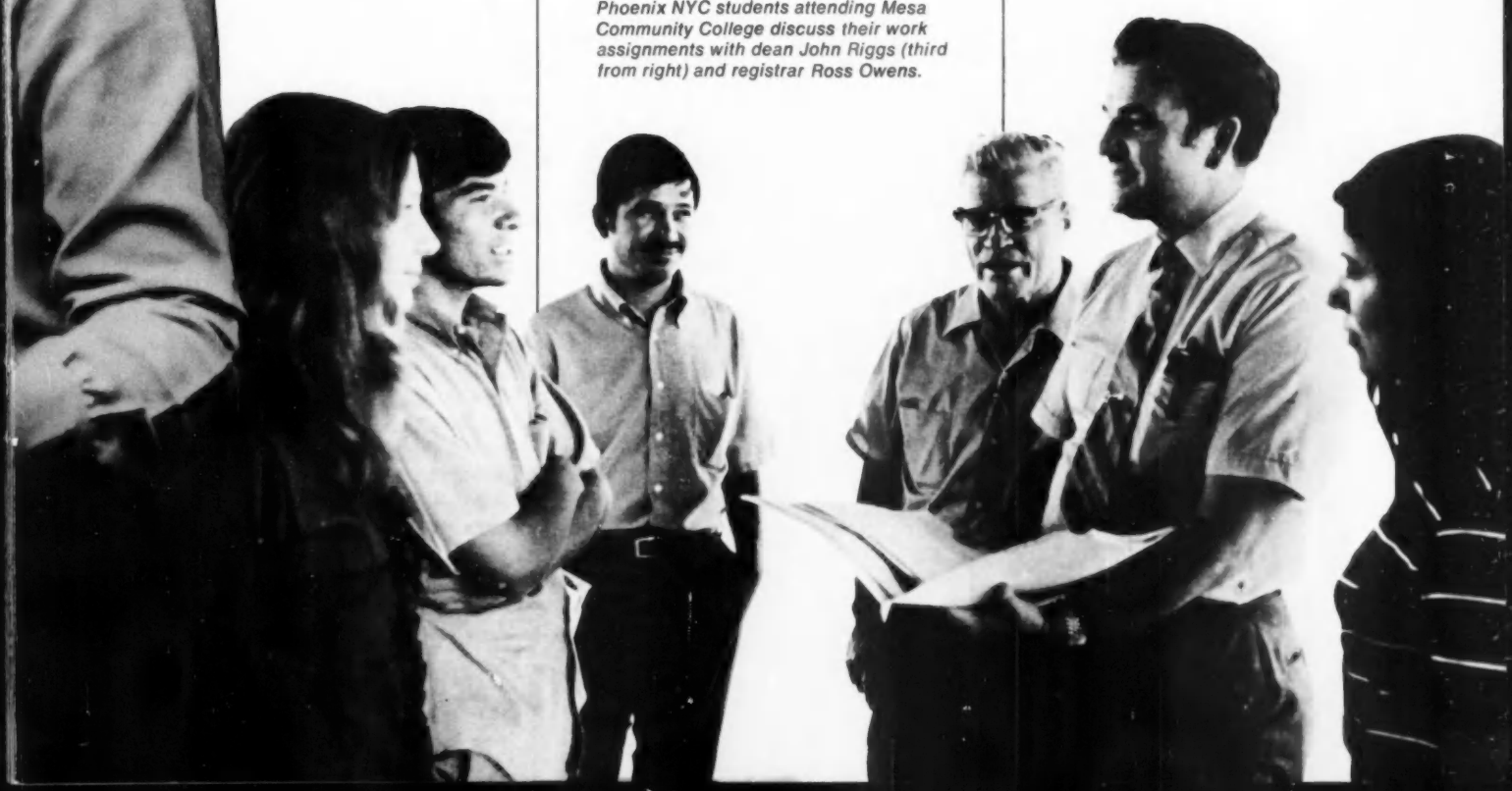
The "libstil" technique "teaches communications rather than how to pass a test," Friedrich said. "Students learn to get an idea across, not the niceties of language. And they can't be graded wrong. We remove that threat."

Friedrich insists such methods are effective for all students, not just poverty youth. He feels so strongly about it that he and a Forest Park colleague have written a freshman English book on the subject called IT'S MINE AND I'LL WRITE IT THAT WAY, to be published by Random House in December.

By the end of the summer, most of the NYC enrollees were writing furiously.

Betty Collins of Chicago checks in a book at the Malcolm X College library. Libraries proved very effective work assignments for NYC students.

Phoenix NYC students attending Mesa Community College discuss their work assignments with dean John Riggs (third from right) and registrar Ross Owens.

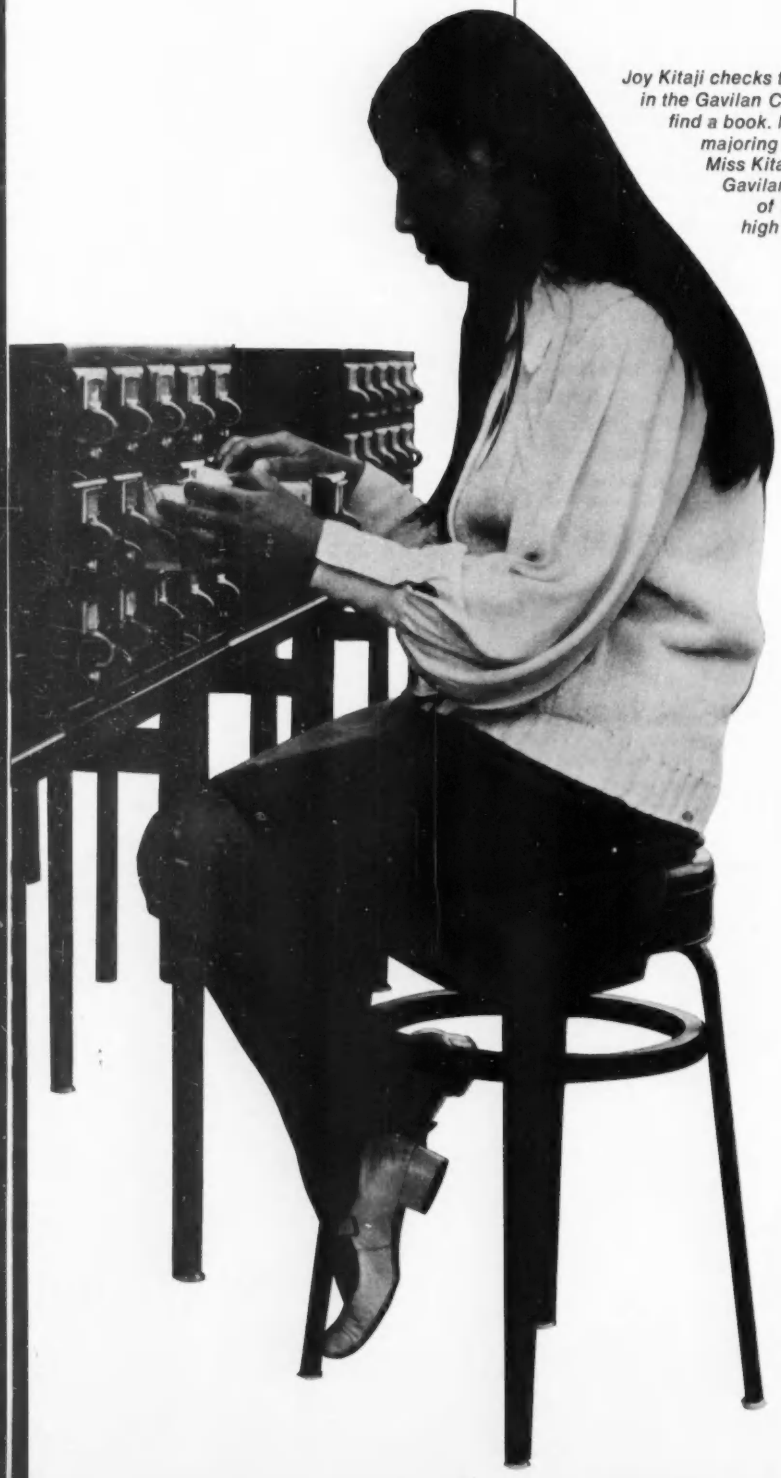


Education Appetite

continued

"Some wrote kid stories, some autobiographies, some poetry," Friedrich said. "One kid wrote a fantastic book of poetry. We hope he can get it properly arranged so we can send it away to be published."

Though Friedrich is reluctant to tag the NYC students as different from other college students, he admitted "a couple were really bitter, really hostile. They were revolutionaries without a cause.



Joy Kitaji checks the card catalog in the Gavilan College library to find a book. Now a freshman majoring in life sciences, Miss Kitaji first attended Gavilan in the summer of 1969 as an NYC high school student.

"One guy came in wanting to burn the world down. He's still committed to the black movement but he's more realistic now about helping people. In March he won the St. Louis area student of the year award for DECA (Distributive Education Clubs of America)."

Freidrich was referring to Jerome Buggs, now 18, who came in second in the State DECA competition after capturing the city title. Buggs was eligible to compete for the national award in April in Texas but was too busy to get away.

Distributive education is concerned with merchandising, marketing, and management. DECA, a national organization, promotes these ends through local chapters which supplement classroom learning and seek to build character and leadership among students. Students of the year are selected by panels of businessmen who pick winners based on contributions to their DECA chapters and their schools, and their involvement in civic and youth activities. "It's a very difficult competition among high quality students," said Robert Rasmussen, a top executive at DECA's national headquarters in Washington.

Buggs, now finishing his senior year at high school, admits he went through some changes because of his summer at Forest Park.

"I never really wanted to go to college," he said. "I felt I wouldn't like it. Then after I got there and participated in the classes and talked to some of the people and found out how much I liked it, I changed. I learned some stuff that I feel is important. I learned to communicate with people and not argue. It's very difficult. When I had a difference of opinion with someone, it wound up that we argued instead of trying to communicate."

He's sold on Friedrich's method of teaching English. "You'd be surprised when you sit down to write and let your mind flow. You start one idea and another pops in your head. You'd be surprised how much gets down on paper and how many ideas you had."

The second of six children, Buggs lives with his parents, and is struggling to be the first member of his family to get a college education. He wants to major in business administration and make a better life for his son, now living with Buggs' future mother-in-law. (Despite lack of a formal ceremony, "I feel like I'm married right now," Buggs said. The wedding is

XUM

scheduled for August.) Buggs' battle for self-improvement reached a furious pitch this spring. Besides his high school work, he remained in NYC, worked 3½ hours a day as an audio visual aide for the St. Louis Board of Education, and attended Forest Park 2 nights a week taking computer programing and sociology.

Friedrich and some of Buggs' other teachers are trying to get him a 4-year scholarship at Case Western Reserve University in Cleveland. Buggs describes Friedrich as being "really together. I enjoy being around him, talking to him. We're close, you know. He mingles with students. You can talk over anything with him. He'll help. You need a student-teacher relationship like that. Most teachers—after class, it's goodbye."

In at least two respects, family size and income, Buggs is typcial of youngsters selected for the program, in St. Louis and elsewhere.

Most From Big Families

There apparently was little "creaming." ETC's McDaniel points out that in both 1969 and 1970, one-third of the students were from welfare families; two-thirds in 1969 and 55 percent in 1970 came from families of six people or more; two-thirds in 1969 and three-fourths in 1970 had family incomes of less than $4,000. And, of course, all NYC participants qualify as disadvantaged.

The project has made McDaniel somewhat suspicious of school grades. "There's a lot of ambition among these NYC kids," he said. "And school records don't tell everything about what they're like. Many were poor students, making low C's and D's, barely hanging on. We wanted to see what the impact of a summer on a college campus would do for them. They came through, came closer to living up to their potential."

McDaniel believes the community colleges and the Neighborhood Youth Corps "are natural allies and should work together."

Both sides are trying. Under its current contract with the Manpower Administration, ETC is helping to expand the program to NYC participants who have dropped out of school. And it is helping to spread the program to local NYC projects and community colleges in other parts of the Nation.

There already has been considerable progress. Late last winter the board of trustees of the St. Louis Community College system agreed to accept the program as a permanent part of the Junior College structure and to include both in-school and out-of-school NYC participants. By spring, 75 high schoolers and 25 dropouts were enrolled, and the plan is soon to have 150 enrolled year round.

"It has caught fire," said Dan Williams, St. Louis NYC director. He pointed out that the colleges are now picking up some of the administrative costs of the program. Previously, these costs had all been paid with Federal funds.

And this spring the four Phoenix area colleges, which enrolled 80 NYC participants last summer, 60 percent of them Mexican Americans, decided to permit NYC high school students to attend night college classes.

Friedrich believes that many of the youngsters can handle this demanding schedule. He points out that 22 of the NYC students who finished the 1970 St. Louis summer program moved right into night classes in the fall semester at Forest Park. Despite the double load of high school during the day and college at night, 15 were still plugging away by April of this year.

"They can and do make good college students," Friedrich said, "even though academically most of them won't be A or B students."

The key gain for the youngsters so far has been their rapid maturity. "Two of them at the beginning told me that they wanted to be pro football players," Friedrich recalled. "One girl planned to be a stewardess and another an electronic technician without any idea of what these jobs meant."

But while attending college exploded some of their fantasies, it raised their aspirations, he said. "They became more definite and realistic about their careers and choices for living—about what they'll be doing 10 years from now." □

Counselor Bud Crown talks with students in the library of Tampa's Hillsborough Junior College.

HIGHLIGHTS OF THE 1971 MANPOWER REPORT

In transmitting to Congress his Manpower Report for 1971, President Nixon said:

> ". . . full opportunity for all citizens remains a central goal for this Nation. The present report is concerned with the progress we have already made toward this goal and the distance we still have to travel. The report provides important new information clarifying the obstacles in the way and pointing to the new legislation and other public and private action essential to overcome them."

The 1971 MANPOWER REPORT OF THE PRESIDENT, the ninth issued annually under the Manpower Development and Training Act, opens with a message from President Nixon recommending revenue sharing for training and other manpower programs. It also contains a comprehensive report by the Department of Labor, with chapters on: (1) The Employment and Unemployment Record; (2) New Developments in Manpower Programs; (3) Critical Problems of Urban Labor Markets; (4) Rural Manpower Dilemmas; and (5) Government Expenditures and Manpower Requirements. In addition, the report has three appendixes: (1) a progress report on job matching and labor market information programs; (2) the text of the proposed Manpower Revenue Sharing Act of 1971; and (3) statistical tables on manpower. Highlights of the five chapters follow.

The Employment and Unemployment Record

Employment either had a slackened growth rate or actually declined in most industries during 1970, for two basic reasons—the necessity of restraining the long-continued inflation and the cutbacks in defense spending and employment resulting from curtailment of the Vietnam war. By the year's end, policies aimed at stimulating economic growth had stopped the decline in business activity. And gains in output and employment are anticipated during 1971.

While employment growth slowed in 1970, the labor force grew rapidly, boosted by personnel released from the Armed Forces and increasing job market participation of women. As a result, the unemployment rate rose to an average of 4.9 percent for the year (from 3.5 percent in 1969) and 6.2 percent in December. The General Motors strike and its side effects had a considerable impact on fourth quarter unemployment, however. In early 1971, the rate of joblessness edged down again—to 5.8 percent in February.

Despite the economic slowdown, employment continued to rise substantially in 1970 in service producing industries (except the Federal Government), though usually at a slackened pace. The employment decline was most pronounced in manufacturing, particularly durable goods industries. Construction employment also declined significantly during most of 1970. As 1970 ended, however, prospects for resumed employment growth, based on rising rates of new housing starts, looked considerably better.

XUM

'Although Negroes and members of other minority races did not escape the effects of the economic slowdown, their employment situation deteriorated relatively less than in previous downturns, and their unemployment rate rose at a somewhat slower pace than that for white workers.'

As would be expected from these employment trends, unemployment increased more sharply among manufacturing and construction workers than those in other industries during 1970. These two industry groups, which provide one-fourth of the Nation's employment, accounted for about half of the year's increase in unemployment. Their job cutbacks also were reflected in the unemployment rates for blue-collar workers, which rose from 3.9 percent in 1969 to 6.2 percent in 1970. Workers in high-skill jobs were as vulnerable to layoffs as those at the bottom of the occupational ladder.

Unemployment also took an unusually heavy toll in some professional and technical occupations in 1970. Widely noted was the rise in joblessness among engineers, whose rate of unemployment nearly tripled between 1969 and 1970 (going from 0.8 to 2.2 percent)—owing largely to cutbacks in defense and aerospace production and in Government-financed research.

Although Negroes and members of other minority races did not escape the effects of the economic slowdown, their employment situation deteriorated relatively less than in previous downturns, and their unemployment rate rose at a somewhat slower pace than that for white workers. Nevertheless, with 8.2 percent unemployed during the year, they remained at a substantial disadvantage vis a vis white workers (whose rate of joblessness was 4.5 percent).

A favorable development in 1970 was the sharp rise in productivity in the private economy after the first quarter—in contrast to the decline or negligible increase recorded in all quarters of the preceding year. This development helped to moderate the rise in unit labor costs and hence in inflationary pressures. Gains in productivity will probably continue to be above average during 1971, helping to bring about both higher real earnings and higher profits and thus to stimulate the economic recovery.

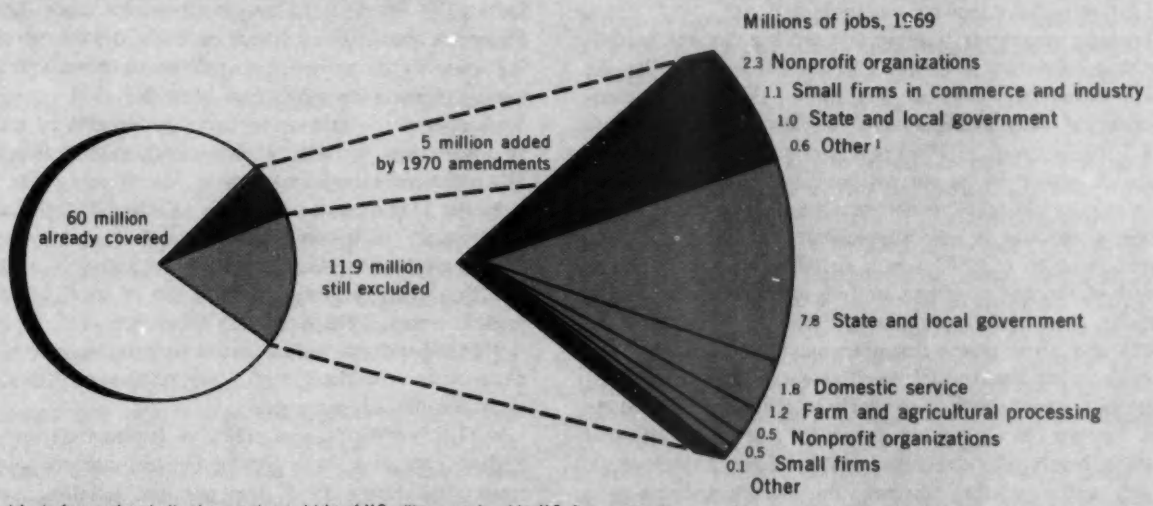
New Developments in Manpower Programs

Four major pieces of legislation—two passed in 1970, two recommended for passage in 1971—have great potential for improving the employment conditions and economic well-being of American workers. These are:

- The Employment Security Amendments of 1970, which extend unemployment insurance coverage to 5 million jobs (see chart 1) in addition to the 60 million already covered by the unemployment insurance system, bolster the system's financing, and provide for automatic extension of unemployment benefits in periods of increased joblessness. Goals not met by this legislation are extension of coverage to farmworkers, all State and local government employees, and private household workers, and achievement of more adequate benefit standards.
- The Occupational Safety and Health Act of 1970, which aims to reverse the steady rise in industrial injury rates. The act will cover approximately 57 million workers. Safety standards are to be set and issued by the Department of Labor, which will also make compliance investigations. If contested, findings of violations are to be referred to the Occupational Safety and Health Review Commission, responsible to the President, which may impose large fines. The law also author-

Chart 1

Unemployment insurance coverage of jobs


Millions of jobs, 1969
2.3 Nonprofit organizations
1.1 Small firms in commerce and industry
1.0 State and local government
0.6 Other[1]
5 million added by 1970 amendments
60 million already covered
11.9 million still excluded
7.8 State and local government
1.8 Domestic service
1.2 Farm and agricultural processing
0.5 Nonprofit organizations
0.5 Small firms
0.1 Other

[1] Includes jobs in farm and agricultural processing and jobs of U.S. citizens employed by U.S. firms overseas.

Source: Department of Labor.

izes research and demonstration projects and grants to States to help them develop and enforce their own safety and health standards.

- The proposed Manpower Revenue Sharing Act of 1971, which portends a new locally controlled approach to training and work programs for the unemployed and underemployed, as outlined in the President's message of March 4, 1971 (excerpted in this publication last month).
- The proposed welfare reform bill, which would replace the Aid to Families with Dependent Children Program with a more equitable and effective welfare system having these major features:

  (1) Federal minimum benefit standards, amounting to $2,200 per year for a family of four, (on the assumption that the food stamp allowance is replaced by cash benefits).

  (2) Strengthening of incentives to work among welfare clients by permitting them to retain a considerable part of their earnings without corresponding reduction of welfare benefits.

  (3) A direct work requirement, with denial of benefits for individuals involved as the penalty if able-bodied adults refuse suitable work or training. (Mothers of preschool-age children and others with home responsibilities are exempted from the work requirement.)

  (4) Increased opportunities and funds for child day care to enable and encourage mothers to work.

  (5) A sizable new public service employment program for welfare clients difficult to place in regular jobs or training. Such employment would be transitional, not permanent, and designed to make enrollees employable in regular jobs.

  (6) Income supplements, training opportunities, and job finding assistance for the working poor.

In ongoing manpower training and work programs, enrollments have continued to climb. The number enrolled for the first time in federally assisted programs of this kind (including vocational rehabilitation and veterans' programs) rose from 1.7 million in fiscal 1969 to 1.8 million in 1970 and an estimated 2 million in the current fiscal year. During 1970, a number of program adjustments were made in response to the economic slowdown. A new Supplemental Training and Employment Program (STEP) was initiated to keep unemployed graduates of training programs usefully occupied while awaiting regular jobs, and extra training resources were allocated to States and areas where unemployment rose sharply. The year also saw the first special employment assistance (including unemployment benefits) to workers adversely affected by foreign imports, a continuing quest for the most effective methods of helping disadvantaged youth bridge the school-to-work gap, and a growing emphasis on upgrade training as a means of enabling workers to move out of dead-end jobs.

Intensified efforts to provide training and other services tailored to the needs of special groups included:

- Special programs for offenders, including training projects in correctional institutions, as part of a broad attack on crime and recidivism.
- New attention to the growing problems of drug abuse and alcoholism among manpower trainees.
- Rapid expansion of the Work Incentive (WIN) Program, begun in 1968 to move welfare clients to economic self-sufficiency. Enrolling more than 103,000 persons at the end of 1970, WIN can provide guidelines for the much larger manpower program for welfare clients which would be part of the proposed welfare reform program.
- A new Jobs for Veterans Program and improvements in other programs to assist veterans and servicemen in preparing for and finding satisfactory civilian jobs.

Planning and administration of manpower programs was another area where progress was made in 1970. As part of a continuing effort to decentralize responsibility for program operations, the Manpower Administration's regional offices were restructured, and governors, mayors, and State employment services were allotted more funds for planning staffs. Steps also were taken to improve employment service operations, the most notable being the establishment of computerized job banks in a large number of cities.

Equal employment opportunity for the Nation's minorities was a major goal of Government action in 1970, as in earlier years. In pursuit of this goal:

- The Equal Employment Opportunity Commission undertook investigations and conciliations on behalf of Negroes, Spanish Americans, Indians, and women.
- In enforcing the Executive orders prohibiting discrimination by firms with Federal contracts (whose aggregate payrolls for their government and nongovernment work account for a third of the total employed work force), the Office of Federal Contract Compliance concentrated efforts on increasing minority employment in the construction industry. Voluntary compliance plans had been achieved in 16 cities by November 1970 and were being negotiated in many more. In a few cities, mandatory plans of action were imposed in the absence of voluntary agreements.
- The Department of Labor's Office of Equal Employment Opportunity made compliance reviews of manpower programs and employment service operations, resulting in a requirement that the minority group composition of local office staffs be made to match local population patterns.
- Manpower programs and employment service activities designed to meet the special needs of Spanish Americans were expanded and strengthened.
- The President's new policy of Indian independence from Federal control without loss of Federal concern and support, enunciated during 1970, was put into practice in relocation and other services to Indians. A variety of manpower programs were also undertaken to aid Alaska's native population.

XUM

'. . . statistical studies show that added education and training are likely to have little, if any, payoff in better jobs for slum residents, unless progress is made in giving the disadvantaged access to such jobs.'

Critical Problems of Urban Labor Markets

The cities' most critical labor market problems center on disadvantaged workers in the slums, who bear the brunt of joblessness and poverty, lack of education and training, and lack of equal employment opportunity. The plight of these workers, most of them Negroes or members of other minority groups, is in sharp contrast to the affluence in surrounding suburban neighborhoods—with consequences measured by mounting crime and racial tension, as well as underutilization of a large segment of the urban labor force.

Rapid population shifts underlie these urban labor market problems. The influx into the cities of great numbers of unskilled, undereducated rural people, many of them Negroes from the South, has contributed greatly to unemployment and poverty in the slums. The increase in the number of Negro teenagers in central cities has been particularly sharp—nearly 75 percent in less than a decade (1960-1969)—and a continued dramatic rise in the cities' young Negro population is in prospect. At the same time, the heavy outflow of white population to the suburbs is continuing, contributing to increasing racial separation of the population as well as to burgeoning of the suburbs—now the locus of most of the Nation's economic, employment, and population growth.

These general findings apply, in greater or lesser degree, to most large urban labor markets. It must be kept in mind, however, that metropolitan areas have wide differences as well as similarities. They vary not only in number of residents but also in the makeup of the population, in geographic area and transportation systems, in industrial and occupational structure, in the extent of poverty and unemployment, and in the functions the central cities perform in relation to the surrounding countryside, towns, and small cities. Some central cities are stagnant, while others have shown growth. Thus, the nature and intensity of human resource problems vary significantly from one city to another.

Furthermore, central cities generally have not experienced a net decline in either people or jobs. In most, employment has actually increased (according to the limited evidence available), though generally at a much slower rate than in the suburbs. And many have a larger total number of jobs than the rest of the metropolitan area. Altogether, it appears that the concentration of employment growth in the suburbs is not a critical factor in the present high rates of unemployment and poverty in the slums, though a continuation of this growth pattern would surely increase the job-finding difficulties of city residents.

Disadvantaged city workers, particularly members of minority groups, are handicapped in competing for jobs by a complex of economic, institutional, and personal factors, much more than by geography. Because of inadequate education and training, employment discrimination, and segregated housing, these workers have been cut off from the "primary" labor market and relegated to "secondary" jobs, which are poorly paid and often menial and casual in nature—or to illicit activities, which have become an alternative to such jobs for increasing numbers of inner-city youth.

Opening better opportunities for disadvantaged workers will require a simultaneous attack on the many different barriers to their employment. Improvements in the education and training of inner-city youth and adults are a first essential, and some progress is being made in this direction under present federally supported educational and manpower programs. But statistical studies show that added education and training are likely to have little, if any, payoff in better jobs for slum residents, unless progress is made in giving the disadvantaged access to such jobs.

Discrimination in its many forms is the most critical and pervasive barrier to satisfactory jobs for disadvantaged city workers. For this reason, continued and intensified efforts to promote and enforce equal employment opportunity warrant—and are receiving—high priority. At the same time, slum residents need more knowledge about primary jobs elsewhere in the city or its suburbs and, frequently, either improved transportation to get them to these jobs or more low-cost housing to make it possible for them to move.

Increased efforts to stimulate employment growth in the cities are crucial also. The Federal Government and individual cities have planned and supported a variety of innovative approaches to the redevelopment of slum areas and the creation of new employment opportunities for their residents, but these efforts have so far gone only a small way toward meeting the cities' need for renewed employment development.

The President's revenue sharing proposals are designed to aid communities in solving these complex, intractable problems. Besides adding to the cities' financial resources, these proposals would make possible the program flexibility required to meet the varying needs of different urban areas and their workers.

Rural Manpower Dilemmas

This country's rural population has faced changes in recent decades which compare with the greatest agrarian upheavals of the past. A revolution in farm production practices has cut agricultural employment by more than half since World War II. Farm output per manhour rose more than 285 percent between 1947 and 1970, compared to an 82 percent increase for nonfarm productivity. And advances in farm technology are continuing. The country is now on the threshold of a new breakthrough involving the production of fruits and vegetables and of tobacco which may wipe out hundreds of thousands of seasonal farm jobs over the next 5 years.

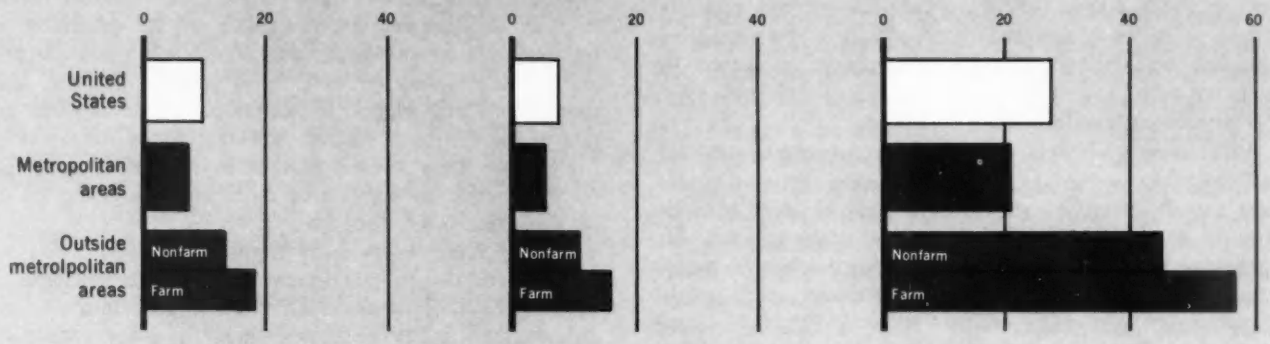
Although nonfarm employment has grown to some extent in and near rural areas, the additional jobs have not been nearly sufficient to absorb those displaced from agriculture plus new entrants into the work force. The result has been

XUM

Chart 2

Percent of

. . . families of all races in poverty . . . white families in poverty . . . Negro families in poverty



Note: Poverty status as of 1969.
Source: Department of Labor, based on data from the Department of Commerce.

unemployment, underemployment, and poverty. These, in turn, have stimulated migration to the cities by rural workers, who generally lack preparation for urban jobs and so have contributed to the problems of joblessness and poverty in city slums. In the last three decades the proportion of the Nation's population living on farms has declined from 25 percent to 5 percent. Outmigration of the farm population reached a peak between 1940 and the early 1960's, during which time it averaged more than 1 million a year. By the mid-1960's, the actual number of outmigrants had begun to taper off, but the migration rate (relative to the declining farm population) remains high.

Poverty is not only more frequent but also more severe among rural families than those in cities (see chart 2). In metropolitan areas the median income of poor families in 1969 was $2,125; outside metropolitan areas it was $1,973, and on farms $1,669. The rural poor include families of both marginal farm operators and farm laborers, as well as many nonfarm residents. Although whites far outnumber Negroes in these groups (8.5 million compared with 3.4 million outside metropolitan areas in 1969), the proportion of Negroes with incomes below the poverty line is more than three times that for whites.

From the standpoint of both working and living conditions, the most disadvantaged farmworkers are those who migrate from area to area following the crops. The total of migratory farmworkers declined sharply during the 1960's, from about 400,000 to about 250,000. Irregularity of work and low wages are characteristic of the migratory worker's way of life. A study of Mexican Americans from southern Texas shows that the typical household head pieced together a total of 32 weeks of employment at a series of farm jobs in the course of a year, for annual earnings of about $1,800. Families averaged six members but the combined income of all family members averaged only $3,350 during the year.

The problems faced by rural workers require action in four broad directions. Improvement of labor standards and social insurance protections in farmwork is an immediate need, calling for extension of unemployment insurance to agricultural workers and for legislation to protect their right to bargain collectively (with special provisions to take account of agriculture's unique characteristics). A second need is for educational and manpower services in rural areas more comparable to those available in cities and suburbs. So far, rural residents have not shared equitably in such services, largely because of the difficulties involved in serving a scattered population. Programs now underway, however, are aimed at expanding employment services and broadening vocational education in rural communities and also at coping with the unique problems of seasonal and migratory farmworkers. The practicality of program action in a third direction—aid to rural workers in moving and adjusting to city jobs—has also been demonstrated by a series of pilot mobility assistance projects.

Finally, publicly aided economic development efforts are essential to stimulate private investment in rural counties, or in nearby cities with potential for economic growth, and thus to provide jobs for residents of economically blighted rural areas. This is one of the major objectives which would be served by the proposed special revenue sharing for urban and rural community development.

XUM

'. . . publicly aided economic development efforts are essential to stimulate private investment in rural counties, or in nearby cities with potential for economic growth, and thus to provide jobs for residents of economically blighted rural areas.'

Government Expenditures and Manpower Requirements

To meet the needs of national defense and provide a great variety of other essential services, government agencies employed more than 16 million people in 1970. Of these, 10.1 million were in State and local governments, 3.2 million in the Armed Forces, and 2.9 million in Federal civilian jobs. In addition, government purchases of goods and services from private industry generated more than 7 million jobs—about half of them attributable to Federal spending and half to State and local buying. The total of over 23 million jobs thus created represented more than one-fourth of all U.S. employment, civilian and military, in 1970.

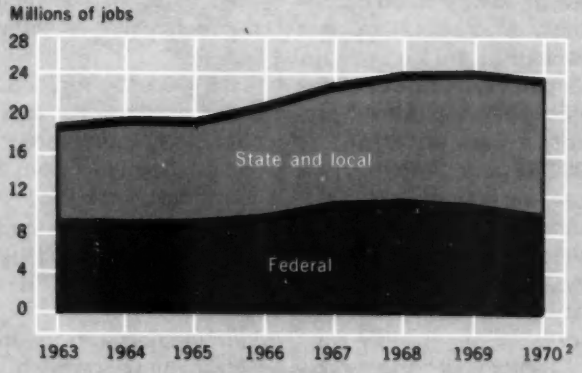
Rising State and local government purchases (including the services of government employees) were a major source of economic growth during the 1960's (see chart 3), owing to expansion in public education, highway construction, and other services to the growing population. They continued to increase in 1970, generating some 300,000 more jobs than the year before. This increase amounted to about three-fourths of the net rise in total payroll employment during this year of economic slowdown. Thus, State and local government purchases had an important contracyclical effect on employment.

Federally supported employment, on the other hand, fell in 1970, for the second consecutive year. With the scaling down of the Vietnam war, defense-related employment declined about 900,000—a drop equal to about two-thirds of the rise in unemployment between 1969 and 1970.

A further sharp expansion in demand for State and local government services and hence in their manpower requirements is virtually certain in the years ahead. Between 1970 and 1980, State and local governments may generate one-third of the 15 million new jobs likely to open up in this country, according to Department of Labor projections of public and private expenditures and employment.

Chart 3

Public and private jobs generated by government purchase of goods and services[1]



[1] Includes jobs in government enterprises.
[2] Preliminary data.
Source: Department of Labor, based on data from the Department of Commerce.

These projections make no allowance for the effects of proposed legislation which could lead to significantly greater expansion of government activities in several fields, notably environmental protection. The data on public employment in this field—including air pollution control, water supply and sewerage services, solid waste disposal, and natural resource management—are still fragmentary. They nevertheless indicate that manpower needs in these areas far exceed those suggested by past patterns of growth.

The prospect of great expansion in State and local government services and employment during the next decade raises key questions for manpower policy: In effecting the required additions to their staffs, can State and local governments give disadvantaged workers much-needed opportunities for stable, decently paid employment? Can these workers be enabled through training and other help to function effectively in many civil service jobs?

Answering these questions by effective, affirmative action will not be a simple task. Where disadvantaged workers, many of them members of minority groups, have entered State and local government jobs, they are concentrated on the lower rungs of the occupational ladder, often with little opportunity for advancement. This situation is due in part to racial discrimination. But it also results from civil service procedures which depart from merit principles, prescribe written examinations for all classes of jobs, or require educational credentials unrelated to the tasks to be performed.

State and local governments, aware of the problems confronting the disadvantaged, have recently conducted many innovative projects to study and reform civil service procedures. Such developments have occurred in more or less random fashion, however, with little communication among the experimenters.

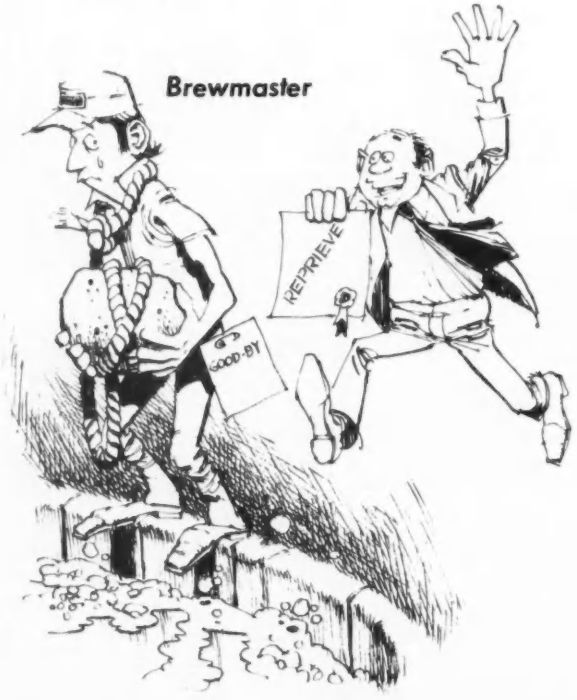
A much broader approach to improvement in the civil service practices of State and local governments is needed. And accordingly, several Federal efforts to assist these governments in launching programs for employment of disadvantaged workers have been undertaken. These have included research, technical assistance, establishment of employment standards for Federal grants-in-aid programs, and modest financial support for training and work-experience projects in State and local agencies. Future efforts will benefit materially from the knowledge gained from these programs. Moreover, the new Intergovernmental Personnel Act provides, in the words of the House Committee on Education and Labor, a "comprehensive Federal aid program for improving and strengthening State and local personnel administration." □

WHAT'S IN A NAME

Looking for a job? With training you could be a toe puller. Or, for variety, a gut puller or a snout puller. If pulling is not your thing, there's shoulder puncher or slunk skinner. Or if you're the aggressive type, you might make a good head splitter or an animal stunner.

These job descriptions of slaughterhouse work probably will appear in the new *Dictionary of Occupational Titles*, which the U.S. Department of Labor is now preparing. It will have about 23,000 job definitions and 40,000 titles. The first edition, in 1939, had only 29,000 titles; the second, in 1949, rose to 40,000. But in 1965, some real housecleaning was done. The number sank to 35,000 and included 6,400 new ones, which means more than 11,000 of the 1949 titles were relegated to history.

For sentimentalists, the new version may be traumatic. There is a move afoot to dress up titles with a bit of dignity, and such old favorites as roustabout and swamper may go to the ash heap. Also titles that imply discrimination because of age or sex are under scrutiny, and it's possible that girl Friday and bus boy may disappear.



Brewmaster

Egg-breaking-machine operator

Fortunately, however, the legendary cowpuncher and cowboy are safe. And brewmaster, almost ruled out because of automation, was rescued at the last minute. His colleague, however, the beer stillman, who "promoted fermentation" in 1939, is gone. Another 1939 entry no longer with us is auto assembly gluer. It failed to make the 1965 edition, so it seems cars are not glued together anymore.

Despite all the likely changes, among the expected survivors is sea-foam-kiss-maker. Apple corer, apple parer, and apple peeler, went down the drain years ago, but apple packer, apple picker, apple sorter, and apple washer survive. Apple polisher, however, has never been listed in the Dictionary; it remains an informal title.

By 1965 the molded bacon packer (who marked bacon with an electrically heated branding iron) was gone but his buddy, now called the bacon comber (who prepares the slabs for the smoke room), is still with us.

In keeping with the trend toward mechanization, the 1965 book made room for egg-breaking-machine operator (sound like fun?), listed just after the old-

fashioned egg-breaker, who prefers hand-made messes. But automation apparently had not invaded the domain of salt bellies overhaulers, nor of beef pluck trimmers.

Pumpers have always been big, and should be again in the new edition. Look for pickle pumper, well point pumper, bottlehouse pumper, brewery pumpman, cellar pumper, wort pumper, and yeast pumper. Or for a change of pace you could be a pumper helper (or passer-to-pumper).

And while work usually isn't much fun, it has its lighter moments. The current Dictionary offers a choice: Feather mixer or feather separator. Or for those who don't mind decisions, feather grader. For the born mechanic there is feather renovator; for the artist, feather shaper; for the patient craftsman, feather trimmer; and for the fastidious, feather washer.

Information in the Dictionary is obtained mostly by job analyses made through observing and interviewing men and women at work, and by using data from employers, trade associations, labor organizations, professional societies, and public employment offices. Many of the data are developed by occupational analysis field centers operated by a number of State employment services. The standardization of job titles, along with the definition of what each job involves, provides a valuable operating tool for the employment services, counselors, educators, personnel experts, and employers.

Feather separator

Bacon comber

Continued technological advances in the American economy rapidly change the nature of many jobs while creating new ones and making old ones obsolete. The new job titles will reflect the growing production of synthetics and their use in manufacturing other products. New pollution control occupations also will score heavily as will anything related to space, undersea exploration, research, and medicine.

Changing technology seems likely to crowd out old favorites such as horse-and-wagon driver and harness maker. But don't be too sure. Both survived the last time out, and harness makers are now serving the electrical equipment and electronics industries.

Precision and detail are hallmarks of the Dictionary. Still, an unwary reader of the 1965 edition could be misled. A solution man is not the man to take your problems to; an acid maker doesn't make LSD; a pot drier doesn't cure marijuana; and a bone crusher isn't a wrestler. And the experts now toiling on the new Dictionary admit that a perfect binder set-up man occasionally makes mistakes. □

News&Notes

Much of private industry pays little attention to future manpower needs and does little about job training except in times of crisis, according to a study funded by the Manpower Administration. "Aside from training programs for management, which tend to have some continuity, a large number of the training programs in private industry are conducted on a sporadic basis," the study says. "The employer turns on his training system when skill shortages grow and he has no choice but to train his own people. Then he turns off his training system when the skill shortages ease to a tolerable level." Employers in the survey thought the Federal Government should absorb about one-half to three-quarters of the cost of training the disadvantaged. The study was conducted by Dr. John L. Iacobelli of Cleveland State University who surveyed the opinions and practices of 131 employers in the Greater Cleveland area. Copies of the study, "Training in Private Industry," are available for 35 cents from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

* * *

A $42 million program to find jobs for unemployed scientists, engineers, and technicians has been launched by the Manpower Administration. Eligible applicants are those who worked for an employer on defense or aerospace contracts. Those living in 14 selected areas hardest hit by defense cutbacks will be served first. Some $25 million will go for job retraining for about 10,000 persons. Another $10 million will be used to make relocation grants to jobseekers. About $5 million will be spent for grants for about 10,000 people to explore job openings outside their home areas. The final $2 million is earmarked for studies aimed at finding ways to convert the skills of aerospace professionals to use in other industries.

* * *

Secretary of Labor J. D. Hodgson has put into effect revised Federal regulations governing equal opportunity in the selection of apprentices. The new regulations require program sponsors to take positive steps to ensure full utilization of minority group persons in their apprenticeship programs, including an aggressive outreach-recruitment effort. "Program sponsors with deficiencies in the utilization of minority apprentices must adopt an approved selection method or establish appropriate percentage goals and timetables as part of their affirmative action program," Hodgson said. The regulations cover all programs having five or more apprentices and registered with the Manpower Administration's Bureau of Apprenticeship and Training or with State apprenticeship agencies recognized by the Bureau. This includes an estimated 10,000 programs covering about 75 percent of all registered apprentices.

* * *

The late Whitney M. Young, Jr., executive director of the National Urban League, will be honored by the Federal Government. Secretary of Labor J. D. Hodgson announced that a memorial, the "Whitney M. Young, Jr., Skills Center," will be established at Shelbyville, Ky., where the Negro leader grew up. The Departments of Labor and of Health, Education, and Welfare will fund the Center which will provide a broad range of occupational training and necessary supportive services. The Center probably will open in September, and will serve 500 to 600 youth per year.

* * *

The Manpower Administration has awarded a $700,000 Public Service Careers contract to the Boy Scouts of America to train 200 disadvantaged people as Scout officials to work with Scout troops in economically depressed areas. The project seeks to create a new entry level into scouting's professional ranks through preprofessional development of new workers and to restructure the jobs of professionals to free them from time-consuming routine tasks.

* * *

One of eastern Kentucky's most colorful industries is on the decline. The flood of moonshine or white lightnin' out of the rugged hills is slowing to a trickle. The U.S. District Court for eastern Kentucky reports that cases involving the unlawful distilling of whisky are down about 90 percent from 20 years ago. The Federal Government is at least partly responsible for the declining number of men in the trade. As a former moonshiner told the Associated Press, many are on welfare or in Federal manpower training programs.

XUM

Cutting into the Sawmill Skill Shortage

By NANCY DUCKETT

A shortage of skilled manpower, created in part by the generation gap, is being whittled down by an unusual training program in the wooded mountains of western North Carolina. Most of the trainees are young residents of North Carolina and several neighboring States. They are coming to a new sawmill complex at Haywood Technical Institute at Clyde to learn to be sawyers, saw filers, and lumber grader-dry kiln operators. Years ago these skills were passed along from father to son. But times have changed. Most of the sons of today are looking for what they believe to be more lucrative white-collar jobs, turning their backs on these time-honored occupations that were practiced not only by their fathers but by their fathers' fathers before them.

As the father-to-son tradition withered, managers began to find their sawyers and saw filers fast approaching retirement (their average age nationwide is estimated at past 60) and no younger replacements were available. "To get a sawyer I have to swipe him from the mill down the road," said one sawmill operator. Many mills have had to close their doors due to the absence of qualified employees; others have cut back on production and they foresee a dismal future unless their businesses are reinforced with young, competent workers.

Ironically, the Haywood Institute staff discovered this severe manpower shortage while looking into a training program for another facet of the wood industry. Several years back, the staff was investigating the need for training forestry technicians and learned from lumbermen the desperate need for men skilled in the sawmill trades. They made a survey of 345 mills in the region to find out how much interest there was in setting up a training program. The survey turned up the fact that 20 percent of the mills had already gone out of business because they couldn't find trained employees. And many more were on the brink of closing.

W. J. Seibert, Haywood's director of occupational education, and Walter D. Rice, head of the school's forestry division, visited colleges in four States and found that while some were training sawyers and saw filers, they had not made a dent in the demand. "On our return," said Seibert, "we met with members of the lumber industry to discuss the cost of setting up the program. After finding out approximately what the cost would be, we realized the State did not have that kind of money available."

A couple of months later, Haywood, which is part of North Carolina's statewide complex of community colleges and technical institutes, was blessed with a windfall. Champion Paper Company had purchased a 9,000-acre tract of woodland which included a large industrial circular sawmill. The company had no use for the mill so they gave it to Haywood. Shortly thereafter Magnavox Corporation donated a complete band mill. The State gave $15,000, part of which was used to transport the mills to the Haywood campus. The rest was put in reserve to install additional equipment when the proposed complex was completed.

Then gifts began to roll in. The Appalachian Lumbermen's Club volunteered to make establishment of the sawmill the

Mrs. Duckett is an editor in the public information office of the North Carolina Department of Community Colleges.

Sawmill *continued*

club's number one project. Members immediately began donating building materials. Gifts were also contributed by members of the Southeastern Lumber Manufacturing Association.

Salem Equipment Company gave a remote control carriage with rail, pantograph and sawyer controls, and Corley Manufacturing Company (an equipment manufacturer), a $22,500 carriage on which the log sits while being cut. Carolina Power and Light Company and Haywood Electric Membership Corporation gave poles for the structure. The Tennessee Valley Authority gave $5,000 in cash as well as engineering and architectural advice.

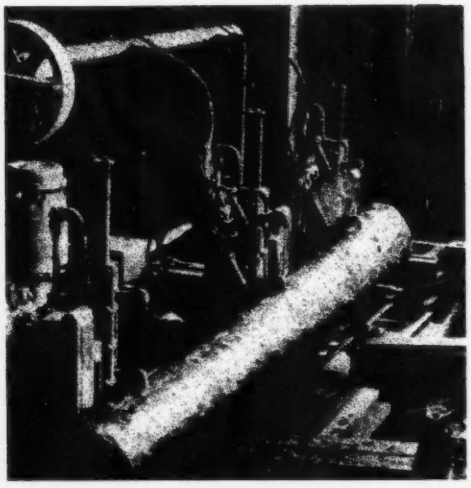
Further contributions came in from all over the Southeastern United States.

According to Seibert, the well-equipped sawmill complex, as it stands today, is valued at $600,000. Only $40,000 of this amount came from state government funds. "The remainder came from donations," he said.

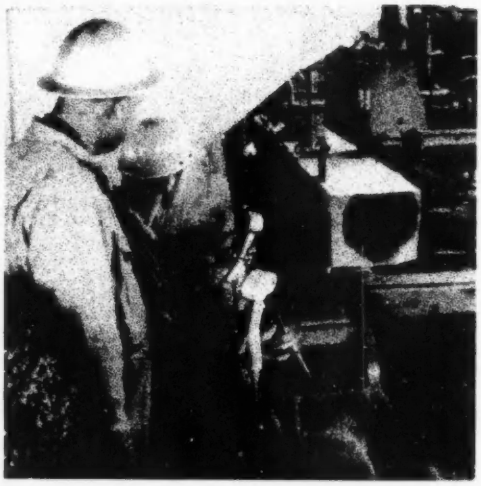
The sawmill complex stands on one end of Haywood's 53-acre campus and is made up of two buildings. One houses a motor room, band mill, circular mill, edger, a resaw, trimmer, debarker, chopper, and hog. The second building comprises classrooms, faculty offices, a dry kiln, a lumber grading and dry kiln laboratory, and a large saw filing room.

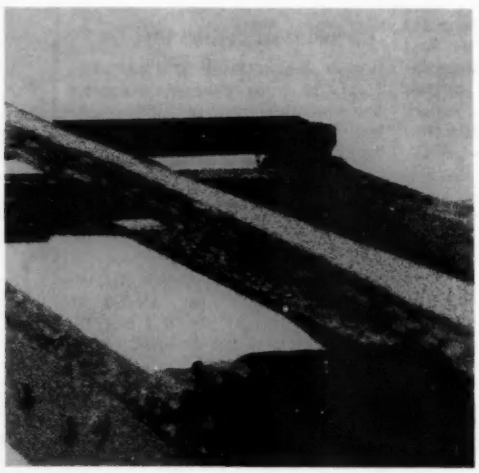
Actual training got underway in June 1969 after the U.S. Department of Labor's Manpower Administration approved the program for funding under the Manpower Development and Training Act (MDTA). Since then two classes totaling 57 men have been graduated, and 41 are still in the trade. Their beginning salaries have ranged from $125 to $200 a week. A third class, begun in November 1970, has 60 participants. These three contracts represent a total Federal investment of about $400,000.

Most students are recruited through the



State employment service. The majority are from North Carolina, but since the project covers two Manpower Administration regions, trainees also are accepted from Alabama, Delaware, the District of Columbia, Florida, Georgia, Kentucky, Maryland, Mississippi, North Carolina, Pennsylvania, South Carolina, Tennessee, Virginia, and West Virginia.





Students range from 18 to 45 years old. Some are black and some are white, and all were unemployed or underemployed when they entered the program. They train 40 hours a week for 40 weeks. At the beginning of the course, most training is classroom work. Toward the end, nearly all the students' time is spent in skill instruction. Overall, skill training accounts for about two-thirds of the students' time.

Trainees receive MDTA subsistence allowances of $35 to $96 a week, depending on the number of dependents they have and whether they are living away from home. Out-of-towners are housed in private homes, chosen from lists prepared by the school.

The sawyers, saw filers, and grader-kiln operators trained at Haywood are qualified to handle both softwoods and hardwoods. During training, however, they work with hardwoods, the kind that go into such high-priced market items as furniture.

A sawyer's duties include operating both band and circle saws. His job is to get the best possible cut out of a log, which he saws into boards or cants.

A saw filer keeps saw blades in perfect condition by setting, tensioning, and sharpening them.

A lumber grader-dry kiln operator does double duty. He classifies boards into grades, and he treats the lumber so that it is dried and aged properly.

Training goes beyond skill specialties, however. Sawyers, for example, study the history of the industry, learn about the Nation's lumber resources and also are given some training in mill wrighting, lumber grading, and filing.

Trainees who complete the course are in considerable demand. Sawmills throughout the region send recruiters "on campus" before graduation much the same way as the Nation's large industrial corporations used to go after engineering students, according to Seibert.

Kennie Underwood's experience is typical of that of many project graduates. Now 37, Underwood was supporting his wife and three children on an $80 a week salary as a semiskilled shoe factory worker less than 2 years ago. After completing the course last year he was hired as a sawyer by the Burruss lumber mill in West Virginia and now earns about $150 a week.

"The training program is excellent," said mill owner R. S. Burruss. "Underwood is doing a fine job. You know, good sawyers are scarce as hen's teeth."

The importance of keeping in close touch with what is happening in industry is reflected in the selection of instructors. All are experienced craftsmen rather than professional teachers. Saw filing instructor Andy Cloer, for instance, began working at the age of 12 with his father in a sawmill in 1923. He has been in the trade ever since, and rose to assistant superintendent of a lumber company before joining Haywood Institute. He and the other six full-time instructors have a total of 175 years' industry experience. The staff also includes two part-time instructors still active in the trade. And Haywood's wood products division is headed by a former vice president and manager of a commercial sawmill.

Course content reflects current industry practices. An industry advisory committee reviews the courses and skill techniques taught to make certain they are up to date. "It doesn't matter what we think should be taught," Seibert explains, "it's what industry wants."

One of the things industry most wants, of course, is an adequate supply of competent manpower. And on that score the Haywood program already has won strong endorsement.

"It's going to provide skilled young people we haven't had before," said James Powell, president of the Appalachian Lumbermen's Club. □

XUM

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212; President's Committee on Employment of the Handicapped, U.S. Department of Labor, Washington, D.C. 20212. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Area Trends in Employment and Unemployment

Monthly Manpower Administration publication which classifies 150 major labor areas of the country in six labor supply categories. Carries a monthly statistical supplement providing data on work force, unemployment, and employment in these areas and a listing of firms which have been certified as eligible for preference in Federal procurement contract awards. Summary table on nonagricultural job openings in selected occupations is published periodically.

Employment and Wages

Manpower Administration quarterly with statistics on employment and wages of workers covered by State unemployment insurance laws and of Federal workers covered by unemployment compensation.

Employment Service Statistics

Monthly Manpower Administration compilation of data on placements, job openings and referrals, employer services, counseling and testing, and other selected activities of the Federal-State employment service system.

Unemployment Insurance Statistics

Manpower Administration monthly with data collected and reported under unemployment insurance programs and Federal programs covering Federal civilian employees and ex-servicemen. Data include benefit payment activities, employer contributions, appeals decisions, and disqualifications for selected industries and occupations.

Benefit Series Service—Unemployment Insurance

Manpower Administration loose-leaf reference service that contains administrative and court decisions on major unemployment insurance issues and related material, by State. New case material issued monthly. Useful to persons working on appeals for unemployment insurance benefits and others interested in the unemployment insurance program. $5.00 (binders not included).

Comparison of State Unemployment Insurance Laws—Series 3, Revision Number 2

Manpower Administration revised loose-leaf pages covering changes in State unemployment insurance laws effective since Series 3, Revision Number 1 (August 1970) and technical modifications in existing text and tables. Also includes any changes in the Federal law resulting from enactment of the Employment Security Amendments of 1970 that became effective on or before January 1, 1971. 65 cents.

Manpower

Monthly magazine of the Manpower Administration. Covers broad spectrum of programs and developments in job training and employment, including efforts to aid the disadvantaged, upgrading, vocational education, research, and hiring of the physically and mentally handicapped. Single copy 50 cents; annual subscription $5.50, foreign mailing $7.00.

Safety Standards

Bimonthly magazine published by Occupational Safety and Health Administration. Covers developments in industrial safety, with special reference to activities of States and Federal agencies. Single copy 20 cents; annual subscription $1.00, foreign mailing $1.25.

Occupational Outlook Handbook

Bureau of Labor Statistics 850-page encyclopedia of employment information includes reports on training and educational requirements, working conditions, salaries, and employment prospects through 1970's for more than 700 occupations and 30 major industries. Reflects changes in automation, technology, and economic climate expected during 1970's. $6.25.

Occupational Outlook Quarterly

Illustrated periodical published four times a year by the Bureau of Labor Statistics for counselors, teachers, educators, parents, and others who work with young people; students; and people interested in finding or changing jobs. Provides current information on employment trends and outlook. Supplements and brings up to date information in "Occupational Outlook Handbook." Winter 1970 edition concentrates on health careers. Single copy 45 cents; annual subscription $1.50, foreign mailing $2.00.

Employment and Earnings

Monthly publication of Bureau of Labor Statistics giving current national statistics on labor force, employment, unemployment, hours, earnings, and labor turnover; State and area statistics on employment by major industry division; and hours, earnings, and labor turnover for manufacturing. Data presented in summary, charts, and tables. Single copy $1.00; annual subscription $10.00, foreign mailing $12.50.

Monthly Labor Review

Monthly magazine of the Bureau of Labor Statistics giving comprehensive coverage of entire labor field: Up-to-date information on impact of technological change, prices and living standards, employment and manpower, conciliation and arbitration, wages and salaries, industrial safety, industrial relations, contract clause analysis, and trade union developments. Includes statistics section and book review department. Single copy 75 cents; annual subscription $9.00, foreign mailing $11.25.

Labor Developments Abroad

Monthly publication of Bureau of Labor Statistics. Presents research information on recent labor developments in foreign countries. Based on reports from American Foreign Service posts, publications of foreign governments, foreign press, and experts in international labor developments. Single copy 25 cents; annual subscription $2.75, foreign mailing $3.50.

Current Wage Developments

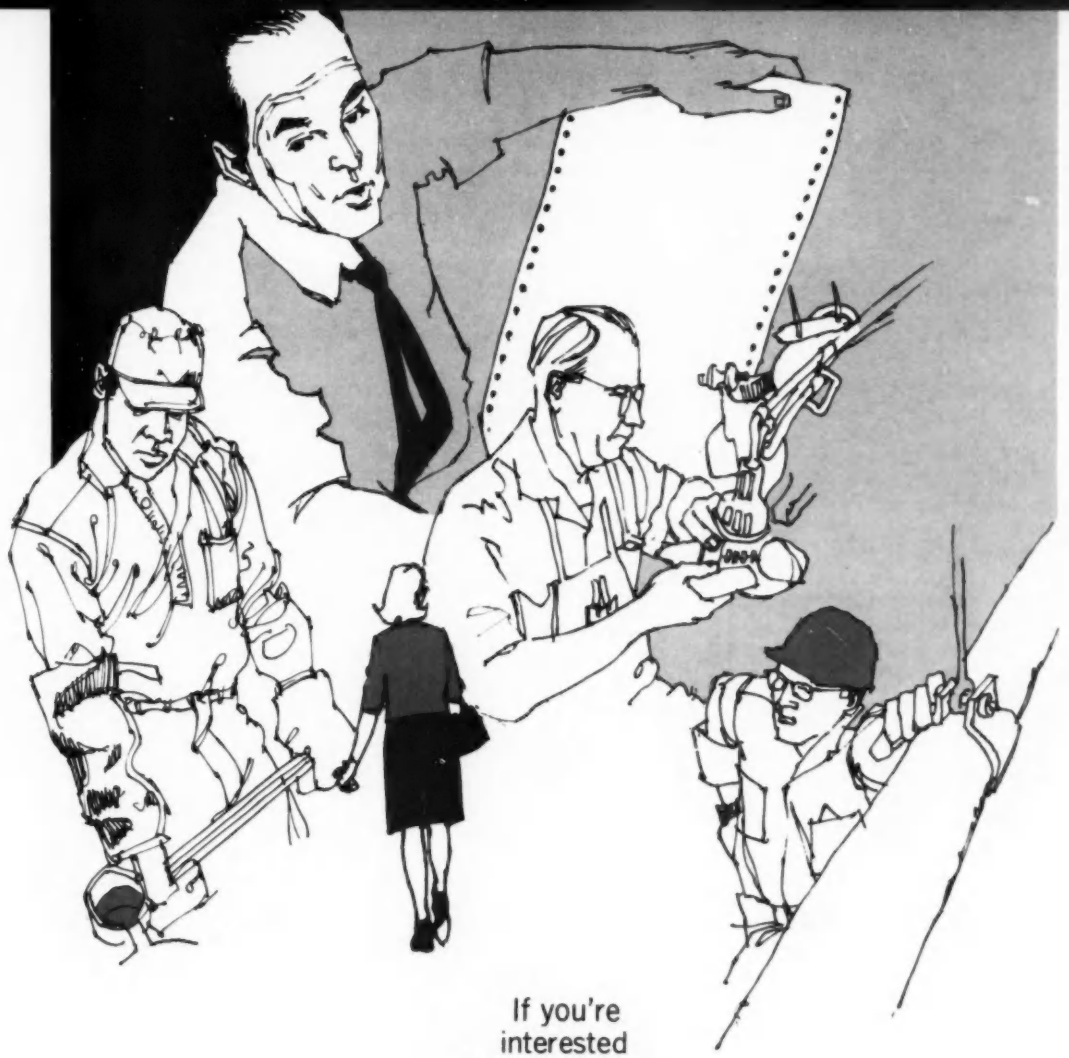
Monthly Bureau of Labor Statistics report summarizing in text and tabular form wage and benefit changes in major collective bargaining situations.

Performance

Monthly magazine of the President's Committee on Employment of the Handicapped. Covers progress in nationwide program to provide employment opportunities for all handicapped workers, new promotional and educational ideas and activities for the handicapped, and latest developments in fields of rehabilitation and placement of the disabled.

U.S. Industrial Outlook 1971

Annual Department of Commerce 500-page book presents narrative and statistical analyses of business activity on industry-by-industry basis for over 200 major specific industries in both manufacturing and nonmanufacturing sectors of U.S. economy in 1971, 1975, and 1980, and reviews significant developments in 1970. Price also includes a midyear supplement (published in August) reviewing business activity for first half of 1971 with projections for 22 basic industries for 1972. $5.00.



If you're
interested
in jobs you're
interested in

manpower

You can keep informed on the Nation's manpower needs, problems, and policies through MANPOWER, the official monthly magazine of the Department of Labor's Manpower Administration, which administers 80 percent of the manpower programs funded by the Federal Government. MANPOWER is designed for officials in industry, labor, and government who want authoritative, readable information on what is being done about employment and why, where, how, and for whom it is being done.

To subscribe to MANPOWER use this coupon.

Enclosed find $_____ (check, money order, or Superintendent of Documents coupons).

Please send me ☐ copies of the ☐ issue of MANPOWER Magazine, at 50 cents per copy.

Please enter my subscription to MANPOWER Magazine for one ☐ two ☐ or three ☐ years. ($5.50 a year; $7.00, if mailed to a foreign address.)

Name

Address

City, State, and ZIP Code

Mail Order Form to: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402

For Use of Superintendent of Documents
Enclosed
To be mailed later
Subscription
Refund
Coupon refund
Postage

XUM

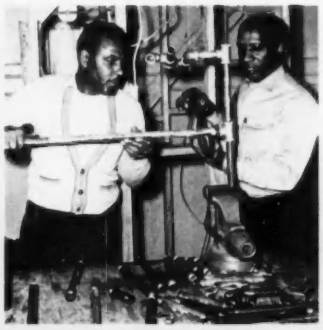
M&P/AFR
XEROX CORPORATION
ATT ANN MCCASLIN -- UNIVERISTY MICROFILMS
300 N, ZEEB RD
ANN ARBOR,MI 48106

UNITED STATES
DEPARTMENT
OF LABOR
MANPOWER
ADMINISTRATION
WASHINGTON, D.C. 20210

OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, $300

POSTAGE AND FEES PAID
U.S. DEPARTMENT OF LABOR

FIRST CLASS MAIL



OIC

For the poor, Rev. Leon Sullivan says, the promise of "milk and honey in heaven" isn't enough. They also are entitled to "ham and eggs on earth." To help them get it, Rev. Sullivan and a group of fellow ministers in 1964 opened the Nation's first Opportunities Industrialization Center in Philadelphia. Today almost 100 OIC's across the country are training and placing people in a wide range of occupations. The OIC story begins on page 2.